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M U N I C I P A L R E C R E A T I O N

BULLETINS

D E S L O I S I R S M U N I C I P A U X

Ministry of
Tourism and
Recreation

Ministère du
Tourisme et
des Loisirs



Ontario





Ministry of
Tourism and
Recreation

Province of Ontario
Queen's Park
Toronto, Canada
M7A 2E1

Hon. Reuben C. Baetz
Minister
John R. Sloan
Deputy Minister

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RECREATION & LEISURE

There is confusion over the meaning of the two words, recreation and leisure. They are interpreted differently. This bulletin will not clear away the confusion! Hopefully, it will add to the understanding municipal recreation committee members have for the public service they provide.

Official Statements

The Ministry of Tourism and Recreation uses as a guideline for definition the resolution passed unanimously at the first national conference for provincial recreation ministers held in Edmonton, Alberta in May, 1974. The resolution stated that:

"In May, 1974, at the first national conference for provincial recreation ministers, which was held in Edmonton, Alberta, the following resolution was passed unanimously:

because:

- society is rapidly changing and leisure time is increasing; and
- recreation includes all those activities in which an individual chooses to participate in his or her leisure

time of a physical, artistic, creative, cultural, social and intellectual nature; and

- recreation is a fundamental need for citizens of all ages and interests and is essential to the psychological, social and physical well-being of people; therefore, be it resolved that:

recreation be recognized as an essential social service that falls within the constitutional jurisdiction of the provinces and territories."

Also recorded in Hansard, for the same date, are further statements, such as:

"Recreation is seen as an expression of leisure and is an essential, life-enriching experience. It is the medium through which the individual may improve the quality of community living."

"Recreation has evolved through three different stages that can be clearly identified:

- to satisfy the need for recuperation from work so that productivity may be improved;
- to provide a reward for work or to provide satisfaction that is not found within work;
- to enrich life as an activity that is quite different and separate from work."



"Even though these evolving ideas about recreation have changed with time, all three concepts still co-exist. Recreation is, therefore, seen as being something different, depending upon the objective or purpose assigned to it by an individual, or a group or an institution."

"Recently, leisure has been seen as an important social force that shapes an individual's attitude toward life. It is seen by some as an opportunity or a challenge, capable of moulding their future rather than a way of filling up free time."

"Presently, then, two conflicting ideas affect the emerging definition of leisure:

- one that involves the constructive use of free or discretionary time;
- the other, which is unrelated to either work or time and describes leisure as an experience, an attitude or a state of being."

"The second notion, cited above, is more likely to influence our definition of leisure in the future than the first one."

By placing this descriptive statement in Hansard, the Ministry recognized the social significance of both recreation and leisure.

What Does Recreation Include?

Depending on personal preferences and attitudes, recreation may include such things as the following:

- appreciation for the beauty of nature, experienced through a hike in the country
- exhilaration, caused by a close curling match or a fast run down a ski slope
- new knowledge or a new skill, learned in a night school class

- fellowship, found through membership in a service club
- relaxation, experienced by reading a book or listening to records
- enjoyment and fun, brought by singing in a choir or taking part in a play
- stimulation, found in a lively discussion
- animation, caused by a social event or party
- competition, through a friendly game of golf or tennis
- satisfaction, experienced through creating something in a craft class or a home workshop
- happiness, found through companionship with those who have similar interests

From these examples, it can be seen that:

Recreation includes all those things people choose to do in their free time and from which they get enjoyment and personal satisfaction.

Benefits Derived From Recreation

The true value of recreation as a means of self-development and as a human experience is just emerging. Such experiences create personal well-being and community solidarity. A broad spectrum of opportunities for participation within a community recreation program assures a fully and happy life for all who live there.

What can participation in a recreation experience provide? These are some of the benefits:

- a feeling of fellowship:
sharing, companionship and recognition by others, indicate the social nature of recreation



- **learning and understanding:**
a perception that is new suggests personal development; insight, awareness and clarity encourage social well-being
- **maturity:**
social attitudes are developed; recreation encourages loyalty, group consciousness, cooperation and concern for others
- **physical health and fitness:**
muscle development, improved circulation and increased respiratory capacity improve health
- **mental well-being:**
stress, anxiety and tension are lessened through recreation activities
- **relaxation:**
being at ease with fewer personal demands is found in recreation where the activity is freely chosen
- **achievement:**
improved skills in any activity bring the satisfaction of accomplishment
- **adventure:**
a taste of the unknown awaits in a new activity or the exploration of unknown places
- **contemplation and introspection:**
these accompany a quiet activity, such as reading or day-dreaming, pursued in a leisurely fashion
- **personal renewal:**
a change of pace, in an activity carefully selected, refreshes both the mind and the body
- **strong, positive emotions:**
excitement and exhilaration follow an activity that increases or expands the ability to learn

- **appreciation of natural beauty:**
an understanding of the environment brings awe but an inner peace
- **sense of service:**
contributing to the community as a volunteer brings a feeling of fulfilment

This list could go on. It can also be seen that recreation is a very personal and individual thing. What is 'play' for one may be 'work' for another; what brings enjoyment and satisfaction to one may produce apprehension or fear for another.

The municipality has a primary role in assuring that adequate opportunity exists for any man, woman and child in the community to engage in satisfying recreation activities appropriate to age or interest.

What Benefits Do You Experience?

- Does your community provide a wide variety of activities from which individuals choose?
- If it does, think about and jot down those activities in which you have personally participated during the last month.
- Next, put down the benefits you have experienced from these activities.
- Is the ease with which you make these two lists any indication of the quality of the activity?





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BULLETIN

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2

COMMUNITY RECREATION

A community can be defined as a group of people joined together because of an awareness of the characteristics and interests they have in common.

Sometimes the word is used to designate a 'community' of interest, such as a community theatre group (those who are interested in drama) or an ethnic community (those who have emigrated from one cultural background). More often, however, the word is used to designate a geographic area within a municipality, or the total municipality. In a densely populated area within a city, a community is usually made up of 20,000 to 30,000 people. When used in this way, the community can be further broken down into neighbourhoods, each containing about 4,000 or 5,000 people. The character of a community depends on how closely its citizens identify with it and work to make it a better place in which to live.

The following quotation was first used by Ontario's Minister of Education at a provincial conference on leisure in the '60's. It is now the 'core concept' of a national policy paper approved by the provinces and territories at the Vancouver conference in the early '80s.

"The sphere in which people must find meaning and purpose is the family, the neighbourhood and the community, with its schools, churches, libraries and cultural institutions, its sports groups, recreation clubs and social organizations. Programs of community activities are essential elements of life if people are to keep their sense of purpose and achieve happiness in a complex society.

In their own communities, ordinary citizens and their families can share with others the work of planning and carrying out projects for which they have recognized a need and set the goals. Here they can use their own methods and their own leaders for effective development." This statement provides a cohesive, philosophical base for public recreation. The facilities, programs and services provided by the municipality are but a part of the total community recreation program.

COMMUNITY GROUPS

The phrase 'community recreation' is associated with the geographic concept and consists of the combined efforts and resources of a host of groups, organizations, associations, agencies and institutions. Some of these are:

Groups Based on Special Interests

It is natural for people who have a common interest to organize a club or an association to promote that interest. These groups give people:

- the means to meet socially
- the satisfaction of working together for a common purpose
- the enjoyment of participation in an activity of their choice

These are the 'building blocks' that give form and character to the community. Examples of these groups include:

- | | |
|-----------------|------------------------------|
| • bridge clubs | • multicultural groups |
| • art clubs | • weaving guilds |
| • curling clubs | • historical societies |
| • hobby clubs | • architectural associations |
| • sports clubs | • service clubs |

Through their joint efforts, members of such groups provide the means for enjoying participation in the activity that brings them together. They work cooperatively to satisfy their own recreation needs. These local interest groups are often affiliated with an inter-community association or a regional organization. In Ontario, many of them are the base for highly organized provincial and national associations.



Community Institutions

Three traditional institutions that play an important part in the recreation life of the community are the school, the church, and the library.

The school system has a 'captive' audience and is an important factor in moulding the attitudes of the young toward leisure, the community and society in general. It also controls many of the facilities that are well-suited for use by the community.

Activities within a church-centered program may take many forms and can contribute significantly to the total community program. In earlier times the entire social life of the community was centred in the church. Churches, too, often have recreation facilities suitable for community use.

The library is dedicated to providing a richer intellectual life for the community. Its programs and services can be much broader than just providing books or a reading centre. Many libraries also provide services such as story telling, audio-visual displays, and seminars.

Voluntary Agencies

Citizens often feel the need for an association that reaches beyond their municipality, provides continuity and to which they can voluntarily contribute their time and resources. These include:

- the YM and YWCA; the YMHA
- Boy Scouts and Girl Guides
- Boys and Girls Clubs of Canada
- settlement houses

Commercially Operated Recreation Activities

Any recreation inventory that does not include commercial forms of recreation will be totally inadequate. Examples of these are:

- theatres
- movie houses
- bowling alleys
- pool halls
- racquet sports centres
- fitness centres
- dance halls
- amusement parks
- carnivals
- race tracks

Employee Groups and Commercial Leagues

Organized employee recreation is usually associated with large commercial or industrial firms. While industrial recreation in Ontario has not grown as rapidly as it has in the United States, it does contribute significantly to the community recreation program of large urban centres. Many industries prefer to contribute to the community program as their workers may be directly involved in the activities and life of the community.

Miscellaneous Community Groups

Organizations, such as these have become recognized as a traditional part of most communities:

- social clubs
- service clubs
- the Canadian Legion
- home and school
- arts council
- social planning council
- ratepayers associations
- volunteer bureau
- information centre
- university women's club

In rural areas of the province, the activities of such wide-spread organizations as these are well-known:

- the Federation of Agriculture
- the Junior Farmers Association
- Vegetable Growers Association
- 4-H Clubs
- Women's Institute



HOW DOES YOUR COMMUNITY RATE?

1. Using the following grid as a guide, identify each area where there is a good selection of activities within the community that will attract and hold the interest of each age group. This chart, once com-

pleted, will give you a fairly accurate picture of what is happening by way of community recreation in your municipality.

	Pre-school Children	Children	Youth in School	Youth Out of School	Young Adults	Adults	Older Adults
Physical Recreation							
Social Recreation							
Creative Recreation							
Intellectual Recreation							
Passive Recreation							

2. How adequate or inadequate are the activities? What steps can you take to improve the inadequacies, and to fill the gaps? How can you make better provisions for the age groups least provided for?

3. During which months of the year are programs, activities and services available? What can be done to increase the selection of activities during the slackest months of the year?

4. To what extent does your program provide equal opportunity for all?

5. To what extent does it provide equally for both sexes?

6. To what extent is it balanced on a year-round basis?

7. To what extent is it balanced in terms of physical, creative, intellectual and social components?

8. To what extent does it provide a proper balance between active and passive activities?

9. To what extent does it encourage the development of leadership

10. To what extent does it provide for individual differences in levels of skill in various recreation activities?

11. To what extent is it flexible enough to accommodate changes in recreation interests?

12. To what extent does it provide for satisfying group activities?

13. To what extent is there cooperation and cooperative planning among the different agencies and personnel involved in recreation in your community?

14. To what extent does it provide participants with opportunities to share in the planning and evaluation of the programs?

15. To what extent does it encourage individuals and groups to accept responsibility for planning their own recreation activities?

16. To what extent does it provide for the integration of the atypical individual (the physically disabled, the poor)?

CLASSIFICATION OF RECREATION ACTIVITIES

If community recreation is to serve everyone, those who provide the activities must consider the various age groups involved and the different types of interests citizens may have. This suggests two ways in which recreation activities may be classified and brought together into related and manageable units.

A Classification According to the Age Group Served

There are seven such groups that are easily recognized. These are:

- pre-school children
- school-age children in elementary schools
- school-age youth in secondary schools
- youth out of school
- young adults
- adults
- older adults

Providing recreation for each of these groups could be a study in itself. Certain types of activities are often associated with a particular age or sex. However, it cannot be assumed that all people of the same age and sex will like the same activities. For instance, the interest pattern for adults is not uniform and will differ to some degree for each person.

A Classification According to Personal Interest

The kind of satisfaction people seek from recreation will depend upon individual tastes. In spite of this, most common activities can be divided into six broad categories:

• *physical recreation*

Sports, active games and outdoor activities play an important part in everyone's life. The young, particularly, enjoy mastering physical skills and using them in either individual or team sports.

• *social recreation*

There are few who do not enjoy meeting with friends and acquaintances. Such companionship and friendly association can be a means of developing and maintaining community spirit and neighbourliness

• *artistic or creative recreation*

In an appropriate form, this type of recreation attracts all ages and a wide variety of interests. It appeals to and develops imagination, sensitivity and latent creative skills.

• *intellectual recreation*

Many wish to participate in activities that enrich their lives through increased knowledge or greater understanding. These activities emphasize learning and the intellect.

• *passive recreation*

Watching or listening to some type of performance or game, or quietly sitting and "doing nothing" is one form of recreation. It does provide relaxation and escape from personal problems, but it lacks the benefit from physical activity and participation, both essential elements in recreation.

THE ROLE OF THE MUNICIPALITY

The primary role of the municipality is to assure adequate opportunity for any man, woman and child in the community to engage in satisfying activities appropriate to age or interest. The municipality should be concerned about the total development of a program of recreation that will best meet the needs of all ages and interests, and a program that will provide an environment for each individual's satisfaction during leadership.

The municipal recreation agency must provide the leadership and take the initiative to generate a forum that will effectively coordinate and profitably use the recreation resources of the community. There must be recognition that each agency, each organization and each group and individual has a vital contribution to make to the quality of life in a community. Every effort must be made for cooperation, understanding and working together in planning for and meeting the recreation needs of the citizens of the community.



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LOCAL GOVERNMENT & RECREATION

Municipal Recreation

This is an era of technological miracles – but what is happening to people? Is our changing society giving adequate attention to the age-old need for purposeful living?

Municipal government has shown that it is concerned with the well-being of its citizens. Along with education, health and social services, recreation has been accepted as an essential community service – one devoted to the enrichment of life through leisure. As a permanent agency in the community, local government assures continuity of programs and extends its services impartially to everyone.

In this context, it is wise to recall that government's role in public research is to encourage and assist citizens to organize their own recreation activities.

Municipal recreation had its beginning in Ontario during the late '40s. It expanded quickly in the '50s;

it flourished in the '60s and '70s. There are now approximately 675 municipal recreation committees in the province.

A municipal recreation committee is appointed by council and is responsible to council. The sequence of events that establishes the municipal program is as follows:

- a recreation bylaw is passed by council and approved by the Minister of Tourism & Recreation
- the bylaw establishes the municipal recreation program; it outlines the duties and responsibilities of the recreation committee
- the municipal recreation committee is appointed annually by council.

The way in which the committee will function and the numbers who may serve on it are outlined in the regulations under the Ministry of Tourism & Recreation Act.

During the early stages of this phenomenal growth in municipal recreation, the initiative for developing all recreation programs rested with the citizens who gave generously of their time as volunteers. With encouragement and support from council, citizens planned and operated their own activities. For this reason, all municipal programs were different; they developed with no uniform pattern. No two were identical.

This wide diversity remains today. Municipal programs reflect the particular interests and attitudes of the local people.

Organizational Structure

The size of the municipality will influence the administrative structure used to provide the recreation service. Three different situations are recognized in:

- large urban centres, which usually function with a committee of councillors, a recreation department with full-time staff and little direct citizen participation
- towns that have a committee of council, a small department with full and part-time staff and that rely heavily on volunteers



- municipalities with small populations that have no paid staff so the committee must depend entirely on volunteers.

Over 75 percent of the municipalities in Ontario are found in the last two categories. Those who serve on these committees will likely derive the greatest benefit from this bulletin series.

The municipal council is under no obligation to appoint citizens to a recreation committee. Council, itself, may carry out the duties outlined in the bylaw under a standing committee made up of councillors. Under this circumstance the Ministry of Tourism and Recreation encourages a council to appoint and work with an advisory group, made up of citizens. This will ensure lay participation in the planning and organizing of the recreation program.

Various alternative committee structures are available to councils for the administration of park and recreation services in a municipality. For example, a municipal council may appoint a Community Recreation Centre Committee of Management, after passage of a bylaw under conditions of the Municipal Act, and the Community Recreation Centres Act. Council must annually appoint a Committee of Management consisting of at least three members. If there are five or more members, at least two must be members of council. The main responsibility of this Committee is to deal with the construction, renovation and purchase of recreation facilities in a community.

Another alternative is for council to pass a bylaw under the Municipal Act and The Public Parks Act, appointing a Board of Park Management. The responsibility of this Board is the purchase, development and ongoing operation of all present and future parks under the jurisdiction of the municipality.

A combination of these three alternatives has been used in many Ontario communities. For example, combined committee structures could include:

- a Recreation, Parks and Community Centres Committee
- a Recreation and Community Centres Committee
- a Recreation and Parks Committee.

There are advantages and disadvantages to each of the single and combined committee structures. It is up to each municipal council to decide which committee structure is best for the community. Community Programs Consultants of the Ministry of Tourism and Recreation can assist local councils in examining these alternatives.

Citizen Participation in Recreation

Regardless of the size of the municipality, it is possible to find and use volunteers. In spite of what committee members believe or have been told, there is a growing desire on the part of many citizens to be involved. While it may take time and innovative initiatives to recruit volunteers, the program will be better because of it.

One way to accomplish this is through neighbourhood recreation associations and community zone boards. There will be more about this topic in Bulletin number four, which deals with an integrated delivery system for recreation.

Citizen participation is essential in public recreation. When lay people serve on the recreation committee they are involved directly in the making of decisions that affect their lives. It must be clearly understood, however, the committee is not autonomous. It is an agent of council, exercising the authority granted to it by council. All final decisions rest with council. Obviously, the municipality is best served when there is complete harmony between the citizens on the committee, or the advisory board, and the councillors.

Other Recreation Agencies

Other public authorities can be involved. These may provide programs and services on a local, county or regional basis. Examples of other public authorities are:

- county boards of education and local separate school boards. These become actively involved because they control publicly-owned facilities, offer some programs of continuing education for adults and may provide recreation activities for all school-aged youth. (Many municipalities in Ontario have agreements with local school boards for the joint use of school facilities)
- community colleges and universities may offer recreation facilities, opportunities for continuing education and cultural activities
- conservation authorities, which cut across municipal boundaries and frequently provide large recreation open spaces as well as water facilities
- library, museum and gallery boards are found in many municipalities
- regional governments, each established by provincial legislation, may or may not have a recreation mandate, depending on the wording of their Act

As well as these public bodies, there is a multitude of community groups, organizations, agencies and institutions that contribute to community recreation. These were described in the preceding bulletin, 'Community Recreation'.

The extremely difficult task of coordinating local resources for recreation supplied by these public bodies and community groups often falls to the municipal recreation committee.

Responsibility of a Recreation Committee

From the above, it can be seen that the recreation committee has a dual responsibility:

- to the municipal council – for carrying out assigned duties according to the bylaw and the procedures established by the municipality, and for advising council on recreation services in the community

RATE YOUR COMMUNITY

Committee members may wish to check these statements and discuss them at a regular or special committee meeting.

	Yes	No
1. Our bylaw and our policy handbook spell out committee responsibilities and procedures.		
2. Our committee reviews its responsibilities, policies and procedures at least once a year.		
3. We regularly evaluate what we do and how we do it.		
4. We constantly ask ourselves – what is the municipality doing that could be done equally well or even better by citizens?		
5. Our committee provides training opportunities for:		
• committee members		
• volunteer leaders		
• employed staff		
6. Our committee has clearly defined goals and objectives.		
7. These goals and objectives are kept current and put into operation.		
8. Inventories are maintained for:		
• organizations and agencies that contribute to community recreation		
• recreation open space and all community facilities		

	Yes	No
• community resource people and activity leaders		
9. Our committee gives leadership to the coordination of community recreation resources.		
10. A wide range of recreation activities is available in our community for girls, boys, women, men, seniors and those with special needs.		
11. Programs and facilities are equally accessible to all who live in the community.		
12. Our committee appropriately recognizes those who volunteer or contribute in any way to the community program.		
13. Citizens are encouraged to participate in the making of recreation decisions that affect their lives.		
14. Our municipal council involves citizens, either on the recreation committee or through advisory committees.		
15. Community resources for recreation are coordinated through the work of our committee.		

- to the citizens of the municipality – for ensuring that recreation activities exist to meet their needs and interests

Therefore, the ultimate purpose of each recreation committee can be stated as follows:

- *To ensure that adequate opportunities exist for all citizens in the community to engage in satisfying and constructive recreation activities appropriate to their age, capabilities and personal interests.*

Basic Responsibilities

Regardless of the municipality's size or location, these five general functions or responsibilities should be fulfilled by the committee:

- *Know and understand the community recreation program that already exists*
- meet regularly with community groups, agencies and institutions which provide recreation facilities and activities in the community

- maintain inventories of organizations, facilities, activities and leaders involved in the community program of recreation
- use these inventories as a basis for planning
- modify plans and policies as the needs of citizens change
- dispense public services impartially
- *Assist, when requested, all who contribute to the community program*
- offer consultation, advisory services and information about program resources
- recruit and train volunteer community leaders
- organize community conferences to coordinate the planning and operation of the community program
- provide a means of inter-group and inter-agency communication
- help groups find suitable facilities and other resources
- offer direct financial assistance when there is

proven need, particularly for leadership training or organizational development

- *Act as a communication link* with other municipalities, zones, governments or provincial organizations
- *Conduct activities or operate facilities that are needed but cannot be provided or operated by community groups, agencies or other institutions*
- plan these activities or facilities with the full cooperation of citizens
- build, operate and maintain needed specialized recreation facilities
- appoint staff with clearly identified responsibilities, who have an understanding of recreation theory and practice
- *Administer the public funds* allocated for recreation purposes



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THE RECREATION DELIVERY SYSTEM

Recreation is, first and foremost, a personal matter. It brings a greater measure of satisfaction and fulfillment to daily life. The value of a recreation program rests in the significance it has for an individual and the degree to which it enhances life in the community. Its benefits are found in enjoyable experiences; these are accentuated when leadership talents are shared through voluntary effort.

If, in recreation, the individual is paramount, then the activity must be as self-determining, as possible. It will, however, take place with others in a community setting. This individual-community relationship is strengthened when the activity is social in nature, requires cooperation, involves sharing, provides inter-action and is fun.

"The recreation delivery system should be designed to support and cherish the participant, operating at his or her own level. Individuals should be encouraged to plan and provide for their own leisure. Support services to individuals . . . are provided by voluntary groups, controlled directly by the same individuals. Those services that cannot be provided by individuals and/or their community, become the responsibility of local agencies – both public and private. More specialized services may be forthcoming from regional and provincial governments, in full cooperation with local agencies. Finally, highly specialized services may come from federal or national agencies operating, for the most part, without direct contact with the client."*

Recognition of this principle of self-determination by all levels of government will significantly strengthen all organizations throughout the delivery system. It would also reduce their dependency on government for the direct provision of recreation activities. This approach is consistent with the role of government, that is, to encourage and assist citizens to organize their own recreation activities. Direct government programs need to concentrate on essential services which citizens need but are unable to provide for themselves.

The Delivery System

Delivery of recreation in Canada is through a complex system of inter-related enterprises. This delivery system is made up of public, voluntary, private and commercial agencies. All constantly interact with each other. All relate closely to such other public delivery systems as education, health and conservation.

In the late '70s the Federal Cabinet Minister responsible for Recreation Canada, Iona Campagnolo, spoke to the Canadian Parks and Recreation Association in Vancouver and said:

"Most of the elements of a comprehensive Canadian delivery system are present. But they have never been inter-related or mutually-supportive enough to form a coherent whole. The consultative and cooperative mechanisms have been absent. This has, in the past, limited interaction between levels of government as well as with related delivery systems . . . The full potential of recreation and its contribution to social development is, as yet, unrealized. The social fabric of the nation is accordingly diminished."

Participatory democracy is built from the bottom up. Self-directed, small-scale, intimate community groups are its building blocks. In this context, the role and responsibility of individuals and community organizations and interest groups become clear. Community recreation is the base on which the Canadian recreation delivery system must be built. Government, at all levels, must support and encourage what is happening at the community level. Senior governments must do this through the municipal recreation authority.

The Role of Government

Each level of government has a part to play in building an integrated national delivery system for recreation. The responsibility of the various levels of government has been addressed by numerous individuals and associations, and by provincial, territorial and federal governments, in the development of a national policy statement on recreation. Generally, the responsibilities can be identified as follows:

*adapted from: Goodale, Tom, *A Decade of Difficult Tasks: Municipal Recreation in the 80's*, Toronto: Ontario Ministry of Culture and Recreation, 1980. pages 36-48

- The municipal government is the primary agent in the public recreation sector. It should provide a basic floor of services. It stimulates, assists and gives fiscal support to community recreation through organizations and interest groups which provide, or have the potential to provide, needed opportunities for recreation participation.

- The provincial government assists communities and their organizations by providing technical assistance and financial support through the municipal recreation authority and department. It also works directly with provincial organizations to develop their resources and their potential for providing opportunities for participation within their area of interest.

- The federal government, through cooperative planning with provincial governments and national organizations, provides financial support and technical assistance. It ensures adequate and equitable access for all Canadians to satisfying opportunities for recreation participation.

- It is the collective responsibility of all levels of government to ensure that opportunities for participation in recreation activities are available to all Canadians – regardless of their geographic location, socio-economic status, level of ability or area of interest.

(The Federation of Canadian Municipalities has endorsed these roles as a result of a presentation made by Dr. Edward Storey.)

Before this delivery system will work, there must be coordination of recreation programs and services within each level of the senior governments. In other words, the province should formulate one policy statement that will be uniformly applied by all ministries which provide recreation programs or services. The process for adopting such a provincial policy for recreation and leisure is underway in Ontario.

As well, coordination and cooperation must exist among the federal and provincial jurisdictions. This

can only happen if there is uniform acceptance of this policy statement. This process, too, has been partially accomplished with the ten provinces agreeing on such a statement in Vancouver in October of 1981. The first step toward building a national recreation delivery system was taken at the first two recreation Ministers' conferences in 1974.

In claiming primacy in recreation, the provinces have accepted far-reaching responsibility.

The Role of the Municipality

For such a delivery service to be effective, the municipal government must be recognized and supported as the primary agent in the public recreation sector. Senior levels of government will channel their support through it and not around it.

If the municipal recreation program is to be responsive to the needs and interests of citizens, it will use a number of alternative approaches to achieving a well-balanced community program. It will:

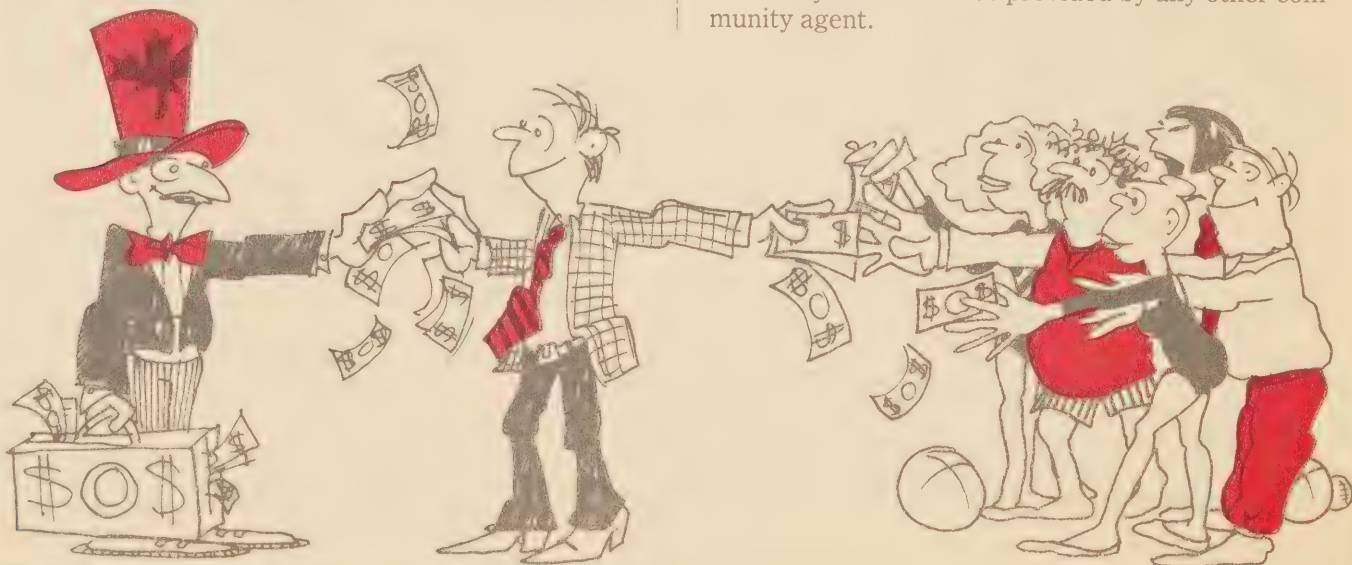
- support a diversified community recreation program by assisting and encouraging the groups, organizations, agencies and institutions that contribute to this program. This can be done through the recruiting of volunteers, leadership training, counselling, technical assistance and financial support.

- assure the availability of a diversified system of facilities, both publicly and privately owned, in keeping with the financial capability of the total community.

- participate in a comprehensive community plan that ensures an environment conducive to high-quality living.

- determine the interests and needs of citizens by monitoring their individual and collective expressions. Once identified, all available resources to meet these needs will be applied in a coordinated and cooperative manner.

- provide a program of activities when this is necessary and cannot be provided by any other community agent.



- continually evaluate activities to ensure that they are meeting community needs.

Under such a delivery system the municipal recreation committee will no longer need to be a primary source of direct recreation programs. It will be an enabler; it will facilitate community recreation – the base on which the delivery system is built.

A MODEL TO STUDY

- The model that follows illustrates one municipal delivery system in an Ontario city.
- Study it and discuss your reaction to it with other committee members.
- Compare your own delivery system to it; is yours decentralized in this way?
- Are there changes you can make in your own system that would bring it more closely in line with the national model described in this bulletin?

The City

This Ontario city was initially incorporated as a village late in the 1980's. Since then, it has grown gradually to a city of just over 80,000 people.

Because of its relative isolation (the nearest city of any size is a few hundred miles away), the city is a focal point for a large region. It's location has fostered an economy based on industry. Largely a blue collar town, over one quarter of its work force is employed by one company. The second largest employer is the city itself.

Only about 15 percent of the city's total acreage can be classified as urban; about 10 percent is used in farming, and the remaining 75 percent is vacant. The urban area is adjoining along the shore of the river, rather than dispersed in pockets of development.

The city has a heterogeneous, but stable, community. Most people are long time residents; second, third and fourth generation families are not uncommon. There is a strong sense of identity with the city and with certain, especially older, neighbourhoods.

In addition to the Parks and Recreation Department, there is a wide array of actors in the recreation opportunity field. The YMCA is heavily programmed for a full range of activities and interests. Several service clubs contribute in various ways to the total mix of recreation opportunities through some of their own activities and in cooperation with other agencies, including the city. The major employer, while not providing special facilities of its own, does provide organizational support for workers' recreational interests, including organized leagues for most sports. The Library Board works very harmoniously with the city and its departments. A full range of commercial recreation opportunities are available: golf, curling, bowling, skiing, movies and the like. As well, there is a full range of organized groups for most sports and for the creative and performing arts.

Parks and Recreation

A Community Services Board is responsible for the municipal Parks and Recreation Department. The Board consists of the mayor, two members of council appointed by council, and eight citizens also appointed by council. This has been a strong board from the outset. As a result, a close working relationship has developed between the Board and Council and between Board and staff. The Board is actively involved in policy and decision-making on all matters within its mandate.

Both within and outside the recreation section, the department's philosophy has been to enable and facilitate others in providing services, and to assume responsibility for direct provision of programs only where needs are unmet and unlikely to be met without direct provision. This has been the philosophy for many years, even prior to the adoption of a formal policy early in the 1970's. To an appreciable extent, the department does operate that way. Much of its activity is coordinating. The existence of a myriad of groups and organizations helps make that possible. Still, the department is involved in programming, particularly during summer months. (The major commitments are to a program of day camping for children and to the community-school program.)

As noted above, there is a variety of other agencies in the community providing recreation programs. In both formal and informal ways, staff members are involved with many of these groups. Active groups promote various special community events and festivals. The public and elementary schools are used extensively by clubs, groups and organizations of all kinds. With few exceptions, the use of gymnasium space, auditoriums, cafeterias and classrooms is at no cost to the user. In addition to direct programming, the Community Services Board provides grants to about 70 established special interest groups in the community, not including small grants to schools for developing outdoor ice rinks or school grounds. The department also offers grants to neighbourhood groups for developing and upgrading neighbourhood parks and playgrounds. These grants are available to a group on a matching basis, with the neighbourhood group contributing labour and perhaps some materials in an amount (liberally calculated) equal to the grant.

Finally, the department assists some fledgling groups with organization, publicity, registering members or participants, handling fees, and some typing and photocopying (as time and budget permits). Recreation staff spend most of their time (about 70 percent) in coordinating and scheduling, and in assisting groups with organizational and promotional activities.

*quoted from a brief submitted to Recreation Canada by the council of Presidents of the Ontario Recreation Organizations.



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VOLUNTEERS

It requires time and patience to find volunteers for a municipal recreation program in this complex, mobile society. However, it is worth the effort. The contribution made by volunteers to community recreation is great. The recreation delivery system could not operate without them.

The Royal Bank Letter (Vol. 57; No. 6; June, 1976) has this to say about volunteerism:

- "By helping to supply something that is needed, the voluntary worker is promoting and protecting the welfare of the total community. Now that we are so concerned with defence, we need to ask ourselves: what are we defending? It would be paradoxical to defend something which we are unwilling to strengthen and enrich, and which we even allow to decline."

The National Advisory Council on Voluntary Action defines volunteers as "people who, of their own free will, decide what they want to do and then carry out this activity."

It also says voluntary action is 'active' citizenship. It is people accepting a real responsibility for shaping their communities and acting in some way on that responsibility.

Voluntary action is generally characterized by:

- a blending of individual and group action
- diversity, because it springs from human interests and aspirations
- independence from, but extensive relationship with, institutions (especially government)
- being relatively invisible, because many people contribute with little or no recognition

Voluntary action gives self-help through group action and; offers a service to others by meeting their needs. It is an end in itself – providing self-expression and enjoyment. It can be a recreation activity.

Volunteers in Municipal Recreation

The use of volunteers in the public recreation sector is a matter of policy. Whether volunteers are contributing to the municipal program in significant numbers or not depends upon how these two questions are answered: is our role to enable and facilitate? or is it to program and operate facilities?

For the municipality that 'enables', volunteers will be recruited, trained and placed in the community

recreation delivery system. The role of the recreation authority under this policy becomes one of the community development.

For the municipality that has decided to offer direct programs and operate large, highly-specialized facilities, a high level of skill is required through full-time or part-time paid staff. Here it becomes difficult to respond positively to the citizen who asks "why should I do for free what you pay others to do?"

Volunteers need to have duties that are clearly separated from those requiring professional attention. Frequently, too little thought is given to distinguishing and defining the jobs that can be done by the volunteer. Sometimes the volunteer is seen as a threat to present or future job security by staff.



A Volunteer Profile

This picture can be sketched for those who serve as volunteers in recreation in Ontario.

- they fill, on an average, about 2600 jobs per community
- 54.5% of volunteers are women; 45.5% are men
- all ages are represented
- 80% have been working voluntarily for more than three years; 56% more than seven years; most work from half to one day per week; 12% work three or more days per week
- 26% entered through church work; 16% through recreation activities for youth
- those who stay with it are having a satisfying experience. They remain when the job has meaning and there is good communication with other volunteers and the full-time staff
- drop-outs do so because of illness or increased job or family responsibilities. Most state they will return when the problem is cleared away.
- 86.5% serve in some leadership capacity; 9.5% are used as administrators; 2% in maintenance; 2% in clerical work
- 40% receive some information about the purpose or function of the agency; 30% of those who don't, say they would like to have it
- 35% are given a tour of the facility being used and introduced to the staff; 24% more would like this to happen
- 32% are shown how their role fits into that of the total organization; 30% more would have appreciated this
- 35% are given a job description that outlined their duties and responsibilities; 36% lacked this, totally
- more than one-third of coaches receive nothing by way of orientation
- 26% receive no training of any description
- more than half go unrecognized in any way
- 36% feel they would do a better job with more training and would take it if it was offered
- the majority identify volunteerism as a recreation activity.

Benefits Brought by the Volunteer

A give-and-take partnership can be developed among the committee, the staff and volunteers. It should be flexible enough to meet changing and personnel needs. This partnership will assist the committee to:

- identify jobs that can be done by volunteers
- write job descriptions
- draft joint goals and objectives for activities where the volunteers will be used
- list common expectations for performance
- state the skills and resources needed
- work out the interpersonal relationships between

paid and volunteer workers

- consider the recognition the volunteers expect to receive

There are other benefits the committee may experience. Some of these volunteers will:

- clarify the needs of the community
- interpret the work of the committee to the community
- broaden the base of community support for the municipal program
- improve public relations for the committee
- aid in the recruitment of more volunteers, often for specific tasks
- bring fresh approaches and new ideas to the program
- help with the evaluation of the committee's policies and procedures

Recruitment and Placement

It is necessary to search for volunteers. It helps to work in cooperation with a volunteer bureau, if there is one in your municipality. Help to organize one if there isn't. Use 'word-of-mouth' through volunteers already involved. Seek for them through the bulletin boards of the educational system, in clubs for seniors, in the churches and through unions. Run an advertising campaign in cooperation with voluntary agencies. Volunteers should be recruited as carefully as full-time staff. Select them for specific tasks, with identifiable skills and competencies.

It will be necessary to:

- have a job inventory
- prepare job descriptions
- plan and organize a variety of strategies for reaching different groups for potential volunteers

Come to grips with such questions as:

- will paid staff work in partnership with volunteers?
- are experience and informal education satisfactory credentials?
- is the work challenging?
- are out-of-pocket expenses to be reimbursed?
- is a suitable program of recognition in place?

Use a selection interview where:

- the total job inventory is made known to the volunteer
- the job description is carefully reviewed and becomes a frame of reference for the work to be done, for supervision and for evaluation
- it is established that job requirements match the interest and skills of the volunteer
- the time requirements are clearly established

Orientation and Supervision

Volunteers should know and understand the purpose and objectives of the agency as well as that of the activity in which they are involved. The volunteer can be an effective link with the community when plans for the future are shared. Orientation is an on-

A QUICK CHECK LIST ON VOLUNTEERS

	Yes	No
1. Our recreation committee strongly supports voluntary associations that contribute to community recreation.		
2. None of our activities conflict with or duplicates those of any contributor to the community program of recreation.		
3. When volunteers are used, their orientation, training and supervision have a high priority.		
4. We provide opportunities for volunteers to be promoted to greater responsibility.		
5. Volunteers are involved in decision-making situations.		

	Yes	No
6. Dissatisfied volunteers receive an attentive hearing.		
7. At least once a year our volunteer program is evaluated and volunteers are involved in the process of evaluation.		
8. Specific people have responsibility for coordinating all aspects of our volunteer program.		
9. We use several different ways for recruiting new people as volunteers.		
10. There is a volunteer bureau in our municipality and we work closely with it to recruit volunteers.		

going process, not something that happens the first session.

Staff support for the work of volunteers does not happen automatically. It takes planning, skill and caring. The good supervisor of voluntary action performs three separate functions. He or she:

- administrates – implements departmental policies and decisions; assesses performance
- teaches – identifies learning needs and provides the needed resources to meet them
- helps – forms a partnership with the volunteer with two-way communication and positive feedback

The supervision of volunteers is also an on-going process, of appraisal, support and communication.

Training and Recognition

Training can be a tremendous incentive for recruitment and a strong motivation to continue serving. Volunteers should have input to the planning and conducting of local training courses. These should be geared to their busy schedule and built on their present knowledge, skill and experience. Training is a very satisfactory way to provide recognition for the service provided.

Above all else, volunteers want to know their work is valued and appreciated.

Opinion is split about reimbursement for out-of-pocket expenses. Some maintain it helps those who, otherwise, could not become involved. Others say it destroys the volunteer concept. A simple charge-back system for reimbursement can be easily used that lets the volunteer decide whether to claim these expenses or not.

Research indicates opinion is equally split whether any form of reward or recognition should be given to volunteers. When volunteers were specifically asked what form of recognition they wanted one answer came back loud and clear – not money. They asked for:

- *increased responsibility*: This was desirable when it included a better understanding of the total mandate of the agency.
- *regular feedback from staff*: especially if this included job assessment and opportunities for self-improvement through training.
- *no formal recognition of any kind*: providing there were opportunities to meet and talk with paid staff and other volunteers.

- *some form of tangible reward*: providing it was an inexpensive plaque, pin or luncheon.

In answer to a general question it was found that almost 50 per cent of volunteers want nothing more than to be told they are doing a necessary and a good job.

Conclusion

Volunteerism is alive and well. Those who have had a problem to find volunteers have not looked in the right places, or they may have a serious flaw in their volunteer program that needs to be corrected.

In fact, there is a growing demand by citizens for involvement in social action. Those involved in voluntary action constitute a vital, multi-purpose human resource. For the good of public recreation, it is essential that municipal recreation fully explore the best means for using it.



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BULLETIN

Ministry of
Tourism and
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6

THE RECREATION PROFESSIONAL

Previous bulletins have stated that municipal recreation is an essential social service that is integrated with and supports community recreation. However, as populations grow and society increases in complexity, community organizations look to the municipal government to hire a full-time recreation staff. These professionals are needed to provide a greater number and a wider variety of recreation programs and services. When this happens, the employment of a well-qualified person is a wise investment. A recreationist who has specialized training, skill and experience is needed.

With the support of council, municipal recreation committees have been naming recreation directors in Ontario since 1945. By the early '70s close to 150 municipalities employed over 850 full-time staff; by the '80s about 250 municipalities employed approximately 1100 recreation practitioners.



Relationships

The recreation director is a civil servant employed by the municipality. The person who works in this capacity must fill obligations to three 'masters':

- **municipal council** – which, by passing an approved recreation bylaw, automatically accepts the responsibility for the public program
- **recreation committee** – to which council has delegated the responsibility for planning, organizing and operating the municipal program
- **community groups, organizations, agencies and institutions** – those partners of the municipality which provide the community recreation program

To avoid confusion and conflict, the duties, responsibilities and lines of communication of all concerned (council, committee, community groups and director), must be clearly established and closely followed.

In large municipalities where the recreation committee is made up of councillors, there will likely be a direct relationship between the department head and council. The exception to this will be found in municipalities where a city manager has been named. The director will attend council meetings prepared to answer questions that may be asked about the department or the service.

The Institute of Local Government at Queen's University has commented on this situation in URBAN FOCUS as follows:

In a climate of trust and respect the professional and the politician, working as a team, can resolve urban problems. Together they are able to preserve the efficacy and credibility of local government in the eyes of people. Without this climate the system breaks down and the very basis of our democratic process is threatened. Without clearly defined goals and the delegation of appropriate responsibility, administrative success for the professional is impossible.

In smaller municipalities with a committee of council that includes citizens as well as politicians, it is customary for the chairman of the committee to be the primary communication link between staff and the committee and between the committee and council.

The person who chooses to work in a senior management position for a municipality cannot avoid a close working relationship with local politicians. It is a part of the job. Nor can this recreationist be short on administrative skills. These are just as essential as a thorough understanding of recreation theory and practice.

Hiring Procedures

When hiring a recreation director the size of the municipality and the level of position involved will influence the procedures followed. In a large city, with a committee of councillors, the task of hiring a department head will likely be given to the personnel department, assisted by representatives from the committee. In smaller municipalities more responsibility is given to the recreation committee. In either case, final ratification of the appointment will be made by council. The authority for appointing other staff is usually granted to the committee on recommendation from the department head.

Regardless of the size of the municipality, the committee structure or the position, there are four basic steps that should be followed:

- **define the job** – prepare a job description for the position that can be shared with the applicant; it should:
 - state the duties and responsibilities to be carried out
 - indicate the qualifications desired, i.e. the formal education and experience
 - suggest a salary schedule (leave some room to grow)
 - provide some indication of the authority to be granted and to whom the individual is responsible or accountable
- **advertise widely** – make the opening known both inside and outside the department; advertising should reach all who might be interested regionally, provincially and (depending on the level of the position) nationally
- **interview the best** – after narrowing the applicants to a limited number, personally interview them with a team named for this purpose; assign areas of questioning to each individual ahead of time so questions are uniform for each applicant and carefully thought out; state when a decision will be made; it is customary to pay out-of-pocket expenses for applicants who must travel to the interview
- **notify all applicants** – of the action taken as well as acknowledging receipt of an application, notify each applicant that the position has been filled or the action that has been taken

Staff Responsibilities

The role of the municipal recreationist is varied and demanding. In large cities there will be specialization of duties, i.e. facility manager, gardener, program specialist, volunteer coordinator. In the majority

of municipalities in Ontario the number of staff will be limited and each person will have a variety of jobs.

URBAN FOCUS (the Queen's University publication referred to above) has this to say:

The recreation department head can expect to be accountable in three main areas:

- carrying out administrative details according to stated policies and procedures
- interpreting and explaining technical details and philosophical principles
- recommending alternative actions, indicating the advantages and disadvantages of each choice

In more specific terms, the municipal recreation director, under the authority granted to the recreation department by the committee, will carry out such duties and responsibilities as the following:

- administering an efficient department, including the supervision of staff and the delegation of authority
- advising the committee on all matters associated with policy, procedure, finance, planning, personnel and program
- acting on the decisions of the committee (as approved by council) in the areas named above
- assessing the needs and interests throughout the municipality by monitoring information gathered from citizens and community organizations; recommending alternative actions to the committee based on this assessment
- consulting with and advising groups, organizations, agencies and institutions that are contributing to the community recreation program; relaying to these groups the desires and intention of the committee and council; encouraging their cooperation; coordinating the use of resources for recreation
- interpreting to the committee and council, requests received from these community agents; recommending action on these requests
- providing opportunities for leadership training for staff and community leaders; assisting with organizational development for groups that contribute to community recreation
- determining the need for recreation facilities and advising the committee on such matters as: gaining access to existing facilities not being used to capacity; the priority of need for new facilities; general design and facility use
- planning and maintaining programs and services offered by the committee
- preserving continuous and accurate records; maintaining the recreation inventories that are necessary for planning
- preparing special reports as required by the committee or council
- keeping pace with change by taking additional training

A CHECK LIST

Committee members with full-time staff or where the first recreation director is soon to be hired, should check off this list:

	Yes	No
1. Our committee has clearly established goals, objectives, and defined responsibilities that are shared with applicants when job interviews are held.		
2. The same is true for our policies and procedures.		
3. Our committee has prepared a job description for each staff position, in which we have clearly outlined:		
• the duties and responsibilities involved		
• the qualifications desired		
• the salary schedule offered		
• the authority granted with the position		
• accountability		
4. We have a standard process for hiring recreation personnel that is approved by council. It includes advertising procedures, acknowledgement of applications, interviewing, selection, and the notification of our decision for all applicants interviewed.		

	Yes	No
5. When hiring we use a specific interview team, ask assigned questions, and expect the applicant to ask us searching questions about the work of the committee and our program.		
6. We expect our director of recreation to:		
• carry out administrative tasks according to stated policies and procedures		
• interpret and advise us on technical matters and philosophical principles		
• recommend alternative actions when asked to do so, indicating the advantages and disadvantages of each choice		
• act on the decisions we recommend to council, after these have been approved by council		
• attend professional seminars and conferences		
• pursue some form of continuing education		
7. We have a performance appraisal system in place for our employees and use it regularly.		

Qualities Of A Recreation Director

To carry out such diverse responsibilities, the committee or the department head (during the hiring interview) will be looking for such characteristics or qualities as these:

- a mature person with sound management and consulting skills; an understanding of leisure
- a desire and the temperament to work with people – especially volunteers – under their terms and at their convenience
- a commitment to strengthen community recreation
- flexibility and adaptability to accommodate the ideas and wishes of others
- proven ability to determine need, to plan, to organize and to evaluate – not as a “doer” but as a facilitator
- a personal commitment to life-long learning

Recreation Education

Because recreation has only recently been recognized as a profession and continuing education is such a vital factor for the profession, it is important for committee members to understand the topic.

In its initial stages (the late '40s) municipal recreation attracted personnel who had a variety of background and training. Many who entered the field came directly from the armed services. In the early '50s a three-year in-service correspondence course was introduced by the Department of Education, providing on-the-job learning. This program was terminated in 1965. It was replaced by a two-year diploma program that was started by the provincial government in 1963 at the Ontario Agriculture College in Guelph. This program continued at Guelph until 1967 when it was moved to Centennial College in Scarborough. Direct government sponsorship of this program ended in May, 1968.

The first in-service training program for arena managers was offered in 1959 by the Ontario Arenas Association, also in cooperation with the

Agricultural College at Guelph. This program was phased out in 1972 in favour of a two-year facility management option, offered in conjunction with a recreation leadership program at community colleges.

In September, 1968, undergraduate programs in recreation were started at two universities (Ottawa and Waterloo) and six other community colleges (Algonquin, Humber, Mohawk, Conestoga, Fanshawe and Confederation). Since this beginning, two more degree programs have been added at universities (Lakehead and Brock) and three colleges have added diploma programs (Sir Sandford Fleming, Canadore and Seneca). From 1965 to 1981 the number of recreation graduates in one year has grown from 31 to over 400; the number of full-time recreation faculty at post-secondary institutions has increased from one to over 70.

Today, opportunities for professional development for those wishing a career in recreation are offered in seven different forms:

- diploma programs at ten community colleges, plus other recreation-related programs and courses at these and other colleges
- degree programs at four universities
- graduate study at one university
- correspondence courses offered by a number of colleges
- seminars and workshops at conferences or annual meetings of provincial and regional organizations
- regional seminars and workshops organized in cooperation with Community Programs of the Ministry of Tourism and Recreation
- staff development seminars within municipal recreation departments
- self-directed learning programs

Provincial Organizations

The organizational structure of recreation in Ontario is marked by diversity. It is wise for committee members to have an understanding of what exists and its origin.

The first professional recreation organization in Ontario was the Recreation Federation of Ontario formed in 1947. In 1958 this organization, by provincial statute, was renamed the Society of Directors of Municipal Recreation of Ontario (SDMRO). The first lay-professional recreation organization was the Ontario Recreation Association which was granted its charter in 1956. It changed its name in 1968 to the Ontario Municipal Recreation Association (OMRA).

Two other provincial lay-professional organizations have been active for many years: The Ontario Parks Association (OPA) and the Ontario Arenas Association (OAA). Professionals in the parks field formed the Institute of Park Executives in Ontario (IPEO); arena managers formed a professional organization called the Certified Arena Managers Association of Ontario (CAMA).

After two years of discussion and study the three professional organizations named above (the recreation personnel in three departments of the provincial government (Education, Correctional Services and Health) joined together to form the Ontario Recreation Society (ORS). This action was taken in 1970. Membership in this professional organization was open to all who worked in recreation. Immediately following this action the parks group (IPEO) and the arena managers group (CAMMO) were disbanded, with their members becoming part of the new organization.

In 1981 two of the lay-professional organizations (OMRA and OPA) were joined by three professional organizations (the SDMRO, ORS and the Association of Aquatic Personnel of Ontario) and the Association of Ontario Sport Administrators to form the Parks and Recreation Federation of Ontario.

The Minister of Tourism and Recreation recently named this new Federation as his recreation advisory committee in the province.

It is expected that municipal recreation committee members will participate in the programs and services offered by the Ontario Municipal Recreation Association (OMRA). It is hoped committee members will encourage staff (where these have been appointed) to be active in at least one of the professional organizations identified above.



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ADMINISTRATION AND OPERATION OF THE MUNICIPAL RECREATION SERVICE

It is the responsibility of the municipal recreation committee to ensure that citizens have an opportunity to participate in a wide variety of recreation activities suitable to their age, interest and level of ability. Clear terms of reference for the administration of such a program should be provided by council. The recreation mandate will vary from community to community because it will be based on local interests and the duties defined by the bylaw.

Here the word 'administration' (as used above) refers to the process of planning, organizing, staffing and directing the municipal program. In this context the 'program' of activities and services is the visible product of the administrative process.

Efficient administration ensures a plan of action toward the purpose of the municipal program through the effective use of the human, physical and fiscal resources of the total community. There is no one method of operation that will work equally well for all municipalities. If there is doubt about establishing the purpose of the program or achieving it, seek assistance from the Ministry consultant who serves the district.

Purpose Of Municipal Recreation

The basis for a municipal recreation service was established by the provincial recreation ministers conference held in Alberta in May, 1974. The statement of purpose (part of the Edmonton Resolution) was referred to in the bulletin, 'Recreation and Leisure':

"Therefore, be it resolved that: This conference accepted recreation as a social service in the same way that health and education are considered as social services and that recreation's purpose should be:

- to assist individual and community development,
- to improve the quality of life, and
- to enhance social functioning."

This is a reminder that the function of government is not just to serve people, but to help them develop as individuals and as a community of human beings.

Translating this purpose into goals and objectives in keeping with the role of government in recreation requires the acceptance of a basic principle:

The primary role of the municipal recreation committee will be to assure adequate opportunity for any person in the community to engage in satisfying activities appropriate to age or interest.

The setting of goals and objectives, based on this purpose and guiding principle, will be dealt with in the bulletin "Cooperation and Coordination".



Administrative Tasks

If administration is the process of planning, organizing, staffing and directing the municipal program, what specific tasks are involved? Here are some of them.

- **planning:** determine a course of action based on goals and objectives, inventories of resources and priorities
- establish or review short and long-term objectives that are based on neighbourhood and community needs
- review inventories of community organizations, facilities and leaders
- determine available resources and set priorities; match these against the resources needed to reach the objective set
- draft a plan of action that will move the program toward the goal that has been set and the objectives listed in the plan of action
- formulate policy for re-occurring matters
- select procedures for the standardization of practice
- forecast the results of current action and future trends
- **organizing:** relate work and resources to accomplishing the objectives
- establish the organizational structure needed to carry out the plan of action
- clarify relationships with community interest groups and all public, voluntary, private and commercial agencies to assure cooperation
- set up the budget and the methods for controlling it
- develop job descriptions and the qualifications needed to fill them
- select the techniques to be used to coordinate community resources
- **staffing:** select, develop and assess performance of full-time and part-time staff and all volunteer leaders
- recruit and select qualified people to fill vacancies
- assign responsibilities and clarify authority
- orient new staff to position and responsibility assigned
- define procedures for maintaining accountability
- appraise performance
- provide training, as required
- appropriately recognize the contribution of all workers, especially volunteers
- **directing:** move toward the desired objectives and ultimate goal; ensure progress according to the plan
- establish and maintain a system of reporting to council and to the community
- name sub-committees to handle specific tasks, i.e. finance, program facilities
- motivate staff; encourage team effort
- account for the spending of public funds; control spending according to budget
- resolve conflict when and where necessary

- evaluate the entire process and the outcome of all action taken

Once tasks, such as these, have been performed the whole administrative process is repeated.

More Details For Three Tasks

• Financial Accountability

The recreation committee is accountable to council for all money transactions within the program. To meet this obligation, it is wise to centralize all book-keeping and accounting in the municipal clerk's office. This means purchasing, the handling of revenue and the issuing of cheques will be done according to established municipal procedures.

There will be more about this topic in the bulletin, *'Financing Municipal Recreation'*.

• Comprehensive Planning

Planning is an integral part of the administrative process. By implication, it deals with what will be done in the future. Comprehensive planning is a blending of the committee's intentions for program (activities) and the facilities that will be used for these activities. There are three logical steps to the process:

- determine purpose based on the role of municipal government
- establish a set of goals which collectively fulfill this stated purpose
- state specific objectives related to each goal, the completion of which represents progress toward the accomplishment of the purpose

There are a number of factors to consider when planning a program of activities:

- plans are carried out best when the participants have been involved in the planning
- activities are successful when they meet expressed needs of those who will participate
- thought must be given to the age and the level of skill of the participant; to the time and the facility to be used

When the committee is faced with filling a gap in the program, it can choose one of the following methods:

- encourage and assist an existing community group to do it
- call the interested people together and help them organize their own activity
- sponsor and operate the activity itself

If the committee operates the activity itself, thought should be given to transferring the responsibility to someone else in the future. The planning of recreation facilities will be dealt with in a later bulletin. Here, only two points are emphasized:

- citizens who will use or will be affected by the use of facilities must be involved in their planning
- facility standards must be adapted to meet local needs, interests and economic capabilities

ASSESS YOUR ADMINISTRATIVE PRACTICES

	Yes	No
1. Our committee meets regularly at a definite time and place.		
2. Regular procedures have been established for preparing the agenda and handling correspondence.		
3. Our committee has named subcommittees to handle specific tasks, such as finance, programming and facilities.		
4. Minutes of regular meetings are circulated to members of council as well as committee members.		
5. The committee prepares an annual report that is shared with council and our partners in community recreation.		
6. Our committee has discussed and established a statement of purpose for our municipal program of recreation.		
7. This statement of purpose is akin to that contained in the Edmonton Resolution that came from the first national conference of provincial ministers held in 1974.		
8. The primary role of our municipal recreation program is to facilitate community recreation.		

	Yes	No
9. Municipal planning for recreation is based on the statement of purpose identified in number eight and involves those who are affected by it.		
10. We follow a plan of action that, when completed, will show progress toward our statement of goals and objectives.		
11. The recreation committee is developing close working relationships with interest groups contributing to community recreation.		
12. One technique used to help with the development of good relationships is to assist groups with publicity for their activities.		
13. When a gap is identified by citizens in the community program of activities, the committee looks first for an existing group or agency that can expand its program to provide this activity.		
14. All accounting and book-keeping for the committee are handled in the municipal office.		
15. Through our staff and our committee members, we offer advice and guidance to community interest groups that contribute to the community program.		



• Reporting

The Committee should report regularly to council and to the community. A copy of the minutes of each meeting can be distributed to council with comment, as required, by councillors who serve on the committee. Regular communication with those who contribute to community recreation is more difficult. Information about these groups and the total community recreation program can be collected for the local newspaper, radio station or community cable T.V.



Ministry of
Tourism and
Recreation

Province of Ontario
Queen's Park
Toronto, Canada
M7A 2E1

Hon. Reuben C. Baetz
Minister
John R. Sloan
Deputy Minister



FINANCING MUNICIPAL RECREATION

The municipal, recreation committee is not a corporate body. This means it cannot own property or capital equipment. These are vested in the name of the municipality. It may not make contractual agreements in its own name. The committee, at all times, is the agent of the municipal corporation. The authority it may assume is that which the by-law grants.

The recreation committee and its sub-committees do not have the authority under the Municipal Act to keep a bank account. Money identified in the annual budget for recreation purposes is held in the municipal bank account. The committee cannot incur debt beyond the items of expenditure identified in its current budget and approved by council.

Sources of Revenue

Taxes are the main source of financial support for the municipal program. However, there are other sources of income that the committee should consider. These are:

- donations for general or specific purposes (of facilities, money, equipment, supplies, etc.).
- registration or admission fees.

- money-raising projects. These may include revenue from refreshment booths, special events, canvassing or special appeals for money.

- rental charges. These charges should be reasonable.

- advertising, in printed programs or brochures, or on score boards.

- concessions (snack bars, equipment rentals, skate sharpening, usually arranged by contract).

- grants. These may come from the provincial or federal governments and can be identified by the Community Programs staff from the Ministry of Tourism and Recreation.

There are other ways in which council can, on behalf of the municipality, seek other resources for recreation. Three of these are:

• *parkland dedications*

The provincial Planning Act states that developers must dedicate five percent of the land being developed for public park purposes. The municipality may accept cash in lieu of this land if, for some reason, it does not wish to accept the open space.

• *lot levies*

Land developers can be assessed a lot levy for recreation purposes. Under certain conditions, unit levies can also be charged against apartments.

• *debenture*

Money can be borrowed for capital expenditures and debentured over a specific period of time.

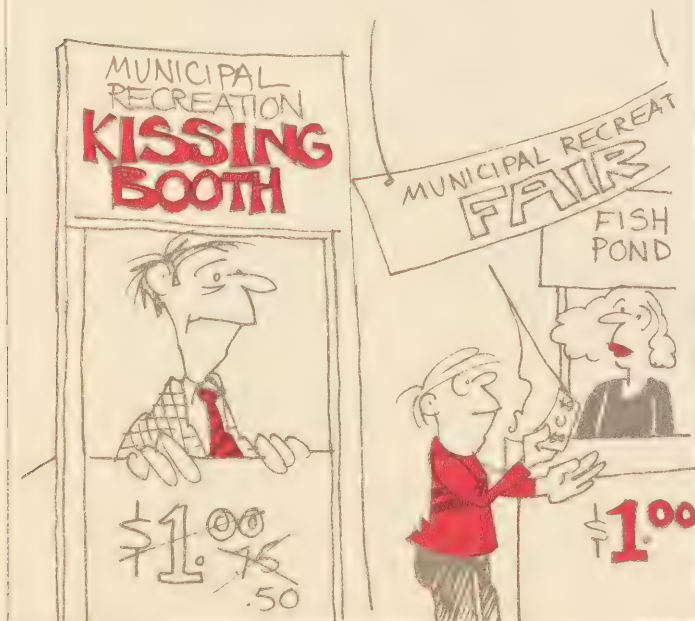
Budgeting and Accounting

The budget is a financial statement of revenue and expenses for services or programs that will be offered during the current year.

It is the responsibility of the recreation committee to prepare an annual budget and submit it to council at a time specified by council. It will likely cover the calendar year.

An operating budget will list individual items of expenditure and revenue and should show, in parallel columns, three things:

- estimated revenue and expenses for the previous year



- actual revenue and expenses for the previous year
- estimated revenue and expenses for the current year
- the difference, if any, between the revenue and expenses will show the actual or projected net surplus or deficit for the year.

Together with the statements of revenue and expenses, and of projected and/or actual surplus or deficit these figures, form a financial statement.

This financial statement will be presented to council by the chairman of the committee, possibly accompanied by another member, and the recreation director (if one has been appointed). Council may accept this budget proposal, request changes in it by the committee, or make revisions itself. Detailed explanations for major increases or decreases should accompany the budget. Money allocated for expenditures that exceed the committee's income must come from tax revenue.

A separate capital budget may be required for the building of new structures, the development of parkland, or major renovations of existing facilities. Money to cover these expenditures will likely be debentured.

Once the budget has been approved by council, it becomes the financial plan for the committee and must be followed.

In cooperation with the municipal treasurer's office, the committee will be required to prepare periodic reports that compare actual revenue and expenses with those estimated. These reports keep everyone informed of the financial position for recreation throughout the year. Any fall-off in anticipated revenue requires a corresponding reduction in expenditures (or another source of revenue) to balance the budget. Changes or shifts in budget allocation or over-expenditures require prior approval of council.

Invoices and accounts payable are submitted to the committee for approval at each meeting by the treasurer or the person who chairs the finance

sub-committee. When these have been formally approved for payment by the committee, they are sent forward (along with a copy of the minutes approving payment) to the municipal office to be paid.

The financial records of the committee are subject to audit by the municipal auditor. This will likely be done at the same time the municipal books are audited.

Financial records may also be subject to provincial audit if the municipality received a grant for a special project.

Cost Sharing for Capital Expenditures

This phrase is used when two or more parties agree to share the costs of a project. It requires the negotiation of all economic factors within the project. It is done to lighten the total cost to all parties according to the terms of the agreement.

Here are two examples of cost sharing for capital expenditures:

- The committee wants a sports field in the west end of town. The only open space available is owned by an industry. The municipality cannot afford to purchase the land and the industry is not anxious to sell it. The municipality has the money to develop and maintain the area. Negotiations are entered into with the company, either to lease the land outright for a period of time, or to allow a decrease in taxes for a period of time and rent the land for a dollar.
- The municipality needs a senior citizens centre. It owns a suitable parcel of land that is serviced, but has no other resources. It negotiates with a local service club that agrees to construct the building if the municipality will apply for all federal and provincial capital grants that are available. The service club, through its members, contributes much of the building materials and the labour. The senior citizens, with encouragement and assistance from the committee, form a club and agree to raise the money needed (or contribute the labour) to paint, decorate and furnish the centre.



Cost Sharing for Program Expenditures

Before entering a shared-cost agreement for building a facility, the committee should carefully consider the operation and maintenance costs involved. Capital costs happen once; operation and maintenance costs go on as long as the facility is used. These can far exceed capital costs. Municipal councils and recreation committees sometimes accept community recreation facilities built with the assistance of overly-generous government grants accepted without full community support.

Here are two examples of cost sharing for program expenses:

- The municipal recreation department has a qualified fitness instructor working on a part-time basis but poor facilities. The YM/YWCA has good facilities but only a few members interested in a fitness program. Two agencies negotiate an agreement that allows use of the YM/YWCA's facilities without buying full membership, and use of the municipal instructor. After joint publicity, the classes start and are well attended. The cost of the instructor is paid from the registration fees. Out of the program the YM/YWCA gains added members, increasing its revenue from these memberships.
- Art classes are offered by a small public gallery, and in a local school by the county board of education. Because of the competition for participants, neither flourishes. The local school principal recognizes the problem and discusses it with the recreation director. Because the recreation director is seen to be impartial, she is able to arrange a meeting to which the curator and a gallery board member, and the principal and the local representative on the board of education, are invited. The



two teachers are asked to attend as well. From this initial discussion comes a coordinated effort. Two classes are still held but they are organized on the level of skill of the participant. The class in the gallery is for the more advanced. (From this co-operation came a strong art club and an excellent gallery program, generated by their joint effort and better publicity – a contribution from the recreation department).

Not all capital costs or programs can be cost shared. It takes trust, respect, understanding and open communication throughout the process of negotiation. Once the agreement has been worked out, all parties share the responsibility for meeting the terms.

Fees and Charges

Because its goal is to reach everyone, public recreation was initially accepted as a subsidized service. No one questioned this tradition, particularly activities planned for the young.

Municipal recreation, today, is faced with a policy decision:

- should public recreation continue to be subsidized with tax dollars, or
- should sponsored activities and operated facilities break even?

There have been substantial increases in fee schedules and facility rentals. However, these have not kept abreast of higher costs due to inflation. There is some doubt that goals and objectives can be met through tax support. But, is there a limit to the fees and charges that can be assessed against a public program? Will they begin to inhibit use and make the program inaccessible to some citizens?

Some Resources

If your committee is beginning to look for alternative strategies for increasing revenues and decreasing expenditures, there are a number of publications from the Ministry of Tourism and Recreation that could be helpful to you.

One of these is a recently-released publication on cost pressures, that examines the advantages and disadvantages of several strategies for increasing revenues and decreasing expenditures.

As well, the Technical Unit of the former Ministry of Culture and Recreation published a bulletin on the question of fees and charges. The results of two extensive studies that have been completed in Canada since 1978 are discussed. Additional print resources, sources of information on this topic and publications are also identified.

Additional reports and studies are also available on loan from the Resource Centre of the Ministry.

Ask your Committee Programs consultant to help you locate these and other publications to guide your discussions.



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COOPERATION & COORDINATION

Because community recreation touches the lives of all who live in the community, it is essential that all who contribute to it cooperate. This includes those groups, organizations, agencies and institutions that provide a recreation program, a facility or a service. Without close working relationships among the public, voluntary, private and commercial sectors, there is confusion, conflict over jurisdiction, overlapping programs and duplication of recreation areas and facilities.

The agency, totally committed to recreation, with the greatest stability and impartiality is that organized by the municipality. Resourceful recreation committees seek opportunities to increase understanding and appreciation of their work. They build co-operative relationships. Doing this, eventually, works toward the mutual benefit of all who contribute to community recreation.

Cooperation with Other Agencies

There are some of areas where the committee will want to concentrate its efforts.

- *other municipal departments*

This is particularly true where full-time staff are employed. Recreationists work with the police, fire department, and with those in the works and health departments.

- *the school*

Education and recreation should be inter-related. Boards of education control publicly-owned facilities suited to community use. Leisure education should be integrated with the curriculum. Schools serve the same age bracket that has been traditionally included in activities sponsored by the church and public recreation agencies. Joint agreements between the municipality and the school system are now fairly common but, in many cases, schools are still closed to recreation activities for community groups.

The county board system may seem to put the schools out of reach. One way to overcome this is for the recreation committee to work with the local board representative. You may wish, for example, to begin the process of communication and better understanding by having this person named to the recreation committee.

- *planning board*

This authority is a public agency that works for a

local or regional government. One of its primary interests is the development of open space. It interprets and enforces the provincial planning act which generates part of the municipality's parkland. The location and form of this public dedication is controlled by the board.

- *boards controlling other public facilities*

The library, an arts centre, a museum, galleries, an urban provincial park – all are administered by a committee or a board of citizens, likely similar in structure to the recreation committee.

- *voluntary agencies*

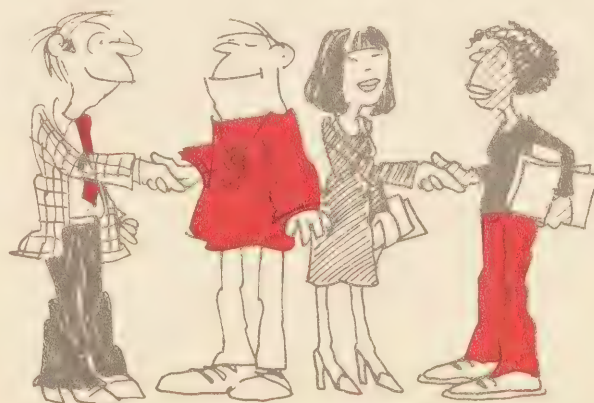
The YM-YWCA, Boys and Girls Clubs of Canada, a settlement house, or a half-way house, all contribute recreation activities (and many facilities) to the community. Fraternal halls may be available, as well as church facilities.

- *umbrella organizations*

These include social planning councils, amateur sports associations, councils for the arts, continuing education councils and leisure councils.

The last three groups, plus a host of other community agents, rely on the work of the volunteer.

There is no magical formula for securing cooperation throughout the community delivery system. Sometimes the most effective results come from informal social contacts and discussions. Cooperation can be emphasized through neighbourhood and community councils where these reach out to include representatives from all agencies serving the geographic area. Cooperation won't happen



automatically; it requires effort. Success is usually an indicator of many initiatives and much resourcefulness from a host of contributors.

One avenue for building cooperation that is open to a recreation committee of councillors is the naming of a recreation advisory board. But, if one is named, give it purposeful work to do and a great deal of recognition.

Purpose, Goals and Objectives*

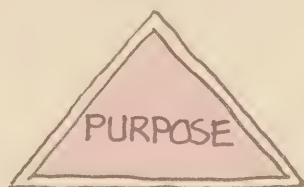
One way the recreation committee can increase its credibility with other community partners is through its statement of purpose, goals and objectives.

This is the blueprint of the committee's intentions. And yet many organizations are unable to produce clear printed statements for each of these items.

Too often, one might find the recreation committee's 'purpose statement' somewhere in their by-law, while their 'goals' are implied by their sub-committee titles. Meanwhile, any specific objectives remain hidden in the minds of individual committee members on staff, having never been committed to paper. For some committees, these items have merely evolved in ad hoc fashion over time, without any reason or pattern to their creation or their impact on the community or service.

Purpose:

This is a general statement that describes the primary function of an organization. It is its very 'reason for being' and as such, is usually a broad philosophical statement about the large scale 'aim' or 'mission' of the organization.



Goals:

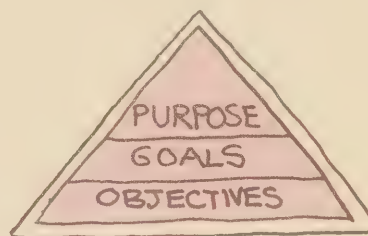
These will be a series of separate statements which describe the unique functions or primary interest areas of the organization. In many ways, these statements may readily reflect the basic framework of the organization – its committees, or departments, or units (such as programming, administration, personnel, public relations, finances, membership, etc.) Collectively, the goal statements are in harmony with each other and collectively satisfy the basic purpose statement.



Objectives:

Each goal will have a number of component parts, and the objective statements are the specific targets that will ensure the accomplishment of each of the organization's goals. For an objective statement to be meaningful for an organization, it must possess the following basic qualities:

- a) it must be *specific*;
- b) it must describe *performance*, which represents growth;
- c) it must contain *involvement*, by those who developed it;
- d) it must be *realistic* and achievable;
- e) it must have *observable results* which can be measured;
- f) it must receive *organizational acceptance*, and not represent a minority vested interest.



Developing Statements of Purpose, Goals and Objectives

It's much simpler to recognize or describe the key ingredients of a strong organization than it is to develop them. The same holds true for developing these key statements, as part of your planning process. It will take time, effort and commitment by the leaders of your committee to develop these statements. However, once they are in place and as they are modified and refined over time, the actual planning process will occur in a very systematic and effective way.

For a committee that has been in existence for some time, it will be necessary to conduct some research to locate the statements of purpose and goals, as originally established by the founding group. It will also be necessary to identify any changes or modifications that may have occurred since they were originally established. More importantly they may need to be re-written and compatible.

For a new recreation committee that is just starting up, it will be necessary for the founding members executive to write them from scratch, which means translating the philosophical ideals upon which the committee was created into hard, cold, real statements which clearly identify what you are all about. To avoid blind planning for your committee,

*Portions of this section are adapted or quoted from the paper *Organizationally Speaking, Where Are You Going?* by Jim McKinlay, Ministry of Tourism and Recreation.

you will have to put yourself through a serious 'stock-taking' or 'soul-searching' exercise, in order to:

- Determine where you are at present, as an organization, and whether or not that is where you want to be.
- Establish or confirm your basic purpose, so that an outsider (or a frustrated insider) can understand it.
- Reach some agreement, amongst your members, of the basic goals you wish to pursue as a committee.
- Annually outline the specific objectives that will help you to accomplish each of your basic goals.

If this sounds like a difficult task, you're right, it is! But, the results are well worth the effort!

This task can be accomplished by having the key members of your committee act as a 'task force' to draft the purpose and goals statements. This can be accomplished through one or more 'philosophical work sessions' (either by themselves or with an outside consultant or facilitator). During these sessions, each of these items is dealt with individually and sequentially, with input by all of the members of the task force.

In these work sessions, each participant should be encouraged to draft their own statement, then share these with the total group and collectively synthesize the separate statements into one solid, comprehensive statement that meets with the consensus of the total work group. Obviously, this takes time and requires skillful management to ensure good negotiation, compromise, modification and collaboration. The final product in each case is a result of agreement by consensus, which ensures ownership by the the total committee.

Other bulletins in this series have defined the *purpose* or role of the municipality in recreation as being "to assure that adequate opportunity exists for any man, woman and child in the community to engage in satisfying activities appropriate to age or interest."

By Way of Example:

The following suggested statement of goals, prepared by Dr. Storey of the University of Ottawa, should have universal application because it permits flexibility and interpretation of the role the recreation committee will perform. Obviously, it fits best the role of being an enabler or a facilitator.

Goal One:

Determine recreation interests, needs and aspirations of citizens through monitoring these expressions by individuals and community groups; identify community and municipal resources to meet these interests and needs and maintain inventories of these resources.

Goal Two:

Support and facilitate the work of voluntary groups and associations, such as neighbourhood and community groups, interest or activity groups, agencies

and institutions; do this by securing the use of facilities, the recruiting and training of volunteer leaders, program advisory services, technical assistance and, where justified, financial support.

Goal Three:

Participate in the development of a coordinated plan that responds, in an integrated way, to the broad, social needs of the community.

Goal Four:

Cooperate with the planning committee of council to prepare a plan that protects the aesthetic qualities of the environment and that adds to the quality of life in the community.

Goal Five:

Provide, assist in developing, or secure public use of a diversified system of recreation facilities, including all types of specialized buildings, parks, trails and other open space, that are suitable for social, cultural, educational or physical recreation experiences; complete this responsibility according to the economic capabilities of the municipality to support capital construction, development, rental, and operation and maintenance costs of these facilities.

Goal Six:

Operate direct programs when these programs are known to be needed and cannot be provided effectively at a reasonable cost by other community service agencies or voluntary groups and associations.

These or other goals maybe established in your planning process. With such a blue-print for action, the first step toward full cooperation with the community recreation agents will have been taken.

Coordination

This word, often misinterpreted, speaks of the need for open and honest liaison and full cooperation by a host of groups and agencies. Concern within coordination is not so much for 'who does what' as it is for knowledge and understanding within the entire recreation field. It goes one step beyond cooperation. It assures the optimum use of all recreation resources throughout the delivery system; it also assures positive feedback for policy formulation by all who are involved.

One of the most valuable contributions the municipal recreation committee can make to the community recreation delivery system, is to assist local groups and agencies coordinate their planning and use of recreation resources.

One way to initiate coordination in any area of interest or for any age group is through the organization of a one-day community conference. The total program for the day is centred around the topic that needs to be examined. (There is more about organizing a community conference in Bulletin number 14: the Community Conference.) However, here in brief are two examples.

Example One:

The following illustrates what might happen in a community where there has been overlapping and

conflict in the area of youth programming. There was not only duplication, there were obvious gaps.

The municipal recreation committee could:

- identify all of the youth-serving groups and agencies
- contact the president or chairman of each group
- invite one or two representatives from each group to a one-day gathering on the general topic of serving youth
- ask each group representative to share information about its membership, its programs and facilities used
- ensure opportunities for informal social contact, ie. an attractive and accessible place, coffee and muffins to start, and an informal sure-to-please lunch
- arrange for an *outside* but recognized youth worker to speak to the group over lunch
- make full preparations for handling small group discussions if those present decide to do this; have capable discussion leaders present, flip charts and things needed to record the results of discussion; these things should be available *but not obvious*

Out of this conference may come the desire for further discussion and a plan for this to happen. Eventually, it could lead to a permanent council of youth-serving agencies, interested in the total welfare of all in this age bracket. Not only are their resources for recreation coordinated, the program gaps are filled as well.

The carrying out of this community conference is not as easy as this descriptive statement makes it appear. There may be disappointments: there may not be total participation. The difficulty may be partially removed. However, carefully organized, such an approach is bound to improve the situation.

Example Two:

Another illustration of using this technique can be given – one that arouses interest in, awareness of and coordination for the visual and performing arts. In this case there are several groups involved in these activities but no sharing of leaders or facilities. The public is apathetic toward their programs.

The municipal recreation committee could:

- identify all groups interested in the visual and performing arts
- approach each, showing interest in and concern for their membership and their programs
- offer services readily available from the recreation department that are known to be needed by the groups
- help with the publicity for their public performances or showings
- invite representatives from each group to an informal supper and an evening of open discussion
- arrange for an *outside* but recognized authority to speak after the meal and lead into the discussion period
- facilitate as above but, this time, the preparation can be obvious
- publicize, widely, the event and the results that come from the gathering

Out of this series of contacts with the various groups may come an arts council and a well-supported, lively successful program for the arts in the community.

In a community without full-time staff, this technique (inventory of groups and resources, followed by the naming of groups representatives and the sponsoring of a community conference or meeting) can be effectively used to tackle a variety of problems and concerns. Successfully applied, this method of resolving difficult situations is certain to produce coordination.

Introspection

- Are there problem situations in your municipality that would be improved by bringing together representatives from all groups involved? Is the committee prepared to risk organizing such a joint meeting with the declared purpose of coordinating recreation resources?
- Closely examine your committee's statement of purpose, goals and objectives. Do they promote individual development, enhance community ties and decrease dependency? Do they significantly strengthen voluntary effort and voluntary associations, including neighbourhood recreation associations, community recreation organizations, and recreation interest groups? Do they result in greater citizen involvement in planning and decision making at all levels of these processes? Do they lead to the over-all enhancement of the quality of the environment and the quality of life? Does the public recreation program ensure participation in satisfying recreation experiences for all?
- Invite your Community Programs consultant to meet with your committee. This person will bring professional, objective advice on these matters. The consultant can provide resources and expertise in preparing clear statements of purpose, goals and objectives.



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LEADERS & LEADERSHIP DEVELOPMENT

The central objective of all conscientious, devoted leadership in a democracy – whether in the home, the community, or in recreation – is to promote the fullest possible growth of the individual as a free, happy and responsible person.

Any person is a leader who monitors his or her participation in a group, encourages others to contribute, or helps a group toward its goals and objectives. The statement that leaders are born, not made, can still exclude some from a leadership role. That kind of comment implies that leadership belongs to a special class of person.

Recent studies in group work and human behaviour indicate that leadership is simply a set of functions that group members perform in order to reach the group's objective. In some groups many people are involved in performing these functions; in other groups the job is done by a few or even by one.



Leadership Tasks

Leadership is the quality in a person that allows him or her to help other people get from where they are to where they want to go. The group leader performs such tasks as:

- setting objectives
- developing trust
- sharing information, knowledge and ideas
- identifying problems
- proposing solutions to problems
- identifying personal attitudes and biases and changing these where necessary
- developing the potential of each member
- developing creativity
- resolving conflict in order to reach goals

These tasks are of two kinds:

- those that maintain group cohesion and ensure the life of the group
- those that help the group to complete specific tasks

Every group member can learn the skills needed to become an effective leader. The recreation committee has an obligation to provide opportunities for learning such skills as:

- administration
- program planning
- evaluation
- problem solving
- communication
- expanding sensitivity and awareness
- identifying and resolving causes of conflict
- discussion techniques, i.e. guiding, clarifying and summarizing

What are some typical examples of volunteer roles that provide leadership in the community?

- all who serve on the executive of any group (president, chairman, secretary or treasurer)
- skill teachers
- activity leaders
- discussion initiators
- members of public or voluntary boards or committees
- those who maintain "umbrella" associations or councils

- organizers of public services for health, safety or protection
- municipal councillors (except when full-time and paid)

Volunteerism depends on those who serve in any leadership role, such as those identified above. The recruitment and training of these leaders is a task recreation committees can readily fulfill. The resources needed to perform that task are usually available.

As already established, community recreation is the base of the total recreation delivery system. Public recreation grew out of the work of volunteers. The present period of government constraint has brought the volunteer movement back into focus. This movement will only realize its full potential through the recruitment, training, placement, supervision and recognition of volunteer leaders in the community recreation network.

Local and Regional Recreation Leadership Training

The Ministry of Tourism and Recreation is willing to support recreation committees in leadership training. While the areas of emphasis may have shifted in the past six years, the Ministry is heavily committed to this endeavour throughout the province.

To clearly indicate the scope of the Ministry's commitment to leadership development, these are the guidelines for the leadership training being done in the province's six regions, with support from Leadership Services and the Recreation Branch.

Purpose

The Recreation Branch goal is to ensure that adequate opportunities exist for every person in Ontario to pursue recreation activities that are appropriate to their needs and interests. Branch staff work with and through provincial, regional, and local recreation groups and organizations in pursuit of that goal.

Leadership Services' purpose, within that goal, is to develop the leadership capabilities and skills within those groups. Leadership Services' staff plan and coordinate initiatives and resources with volunteer and professional recreation leaders to meet their present and future recreation leadership needs.

Goals

- *human resources development*
 - to enhance the individual leadership capabilities and skills of present and potential recreation leaders, and to encourage and enhance voluntary participation in recreation leadership.



- *organization development*

- to increase the effectiveness and viability of community, regional, and provincial organizations and groups that provide leisure services.

- *development of leisure awareness and participation*

- to encourage understanding about leisure and its importance and value to individuals and communities; and to enhance appreciation of, and participation in, recreation activities.

Method

In pursuit of these goals, Leadership Services staff provide specialist consultative services, develop/acquire audio-visual and print resource materials, and provide financial and planning assistance for specific projects.



General Guidelines

Ministry resources will be directed to (and must contribute to) achieving the above goals. The examples below illustrate how these resources will be made available:

- general leadership skills, e.g. leadership styles, interpersonal relationships, communication and conducting effective meetings
- community leadership skills, e.g., community organization, inter-group relations and citizen participation
- organization skills, e.g. problem solving, decision making, team building, strategies for change and consulting
- trainer/instructor skills, e.g. assessing learner needs, workshops designs, adult-learning theory and teaching adults
- volunteer development skills, e.g. motivation, recruitment, staff/volunteer relations and boardsmanship
- organization development for community groups that have identified the needs for improving their internal effectiveness; these activities may include goal setting, team building, role clarification and interdepartmental relations

As noted previously, the Ministry of Tourism and Recreation recognizes that the major focus and primary responsibility for coordinating recreation resides with the municipality. Access to Ministry resources for recreation leadership development should, therefore, include the appropriate municipality as a partner. The extent, proportion and nature of the resources that can be provided are negotiated on a case-by-case basis relative to need, and within regional and provincial priorities. Emphasis is placed on partnerships.

All of the Ministry of Tourism and Recreation's Community Programs consultants have access to these human, fiscal and material resources. Why not draw on them for assistance with your recreation committee's training program for community leaders?

SUGGESTIONS

1. Ask your Ministry representative to attend one of your meetings and to outline Ministry resources for assisting your own leadership training program.
2. Ask for and read Ministry printed resources that deal with leadership training. Ask about audio-visual resources that are available in this area and decide to use some of them with community groups.
3. Identify training programs that are available in the municipality and consider attending more of them yourself.
4. Search out training resources that may not have been tapped in the past, such as community colleges, the school system, university extension programs, the professional staff of voluntary agencies.



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You must know how to plan effectively if the recreation committee is going to make sure that your community develops the comprehensive recreation services it needs.

Individuals and groups in your community expect you to ensure that programs and facilities are available for their use. They also expect you to do so at a price the community can afford. Planning will help you to:

- identify existing and future needs for programs and facilities,
- evaluate various ways of satisfying these needs,
- locate the required financial and human resources,
- layout, with suggestions from all, a logical, step-by-step process for improving recreation services.

Effective planning by the recreation committee will help your community to avoid or solve such difficult problems as:

- financial crises due to lack of funds to meet operating costs of facilities and programs,
- pressure group demands that disregard the needs of the rest of your community,
- programs and facilities that are not used because interests in your community are changing,
- duplication and competition with other organizations that are providing recreation services.

The challenge for all levels of government, community groups and the private sector lies in making programs and facilities more effective in meeting new and existing recreation needs. Good planning will build comprehensive and coordinated recreation services.

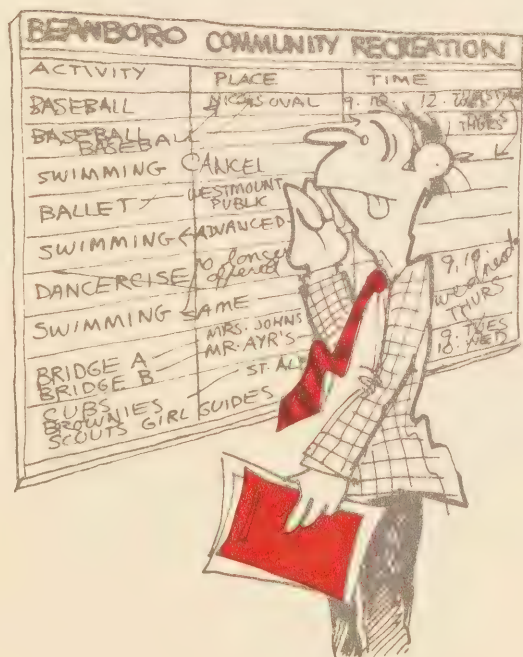
There are a variety of planning activities that the recreation committee may become involved in: financial planning, personnel planning, program planning, for example. Two important types are master plans and feasibility studies.

- recreation master plans

A recreation master plan provides a community-wide plan of action for the improvement of recreation services. It is based on an evaluation of all existing programs and facilities, an analysis of the needs of individuals and groups, and a review of the financial capability of your community. The plan will recommend policies, programs and facilities needed for the development of responsive recreation services.

- feasibility studies

A feasibility study examines in detail the pros and cons of developing a specific facility or program. Its purpose is to provide enough information to make the decision to proceed with the project. The recommendations of a feasibility study are based on a survey of existing facilities and programs and the needs of individuals and groups. The feasibility study suggests alternative ways of satisfying these needs and covers the financial implications of each.



COMMUNITY PARTICIPATION IN PLANNING

Citizen involvement in the planning of recreation services is important. Encouragement by the recreation committee of citizen involvement will ensure the development of programs and facilities important to your community. Participation by your community in planning activities will help to make the studies relevant, accurate and understood. Look for every opportunity to involve members of your community.

For planning studies, consider involving interested and capable individuals at the earliest stage – when the purpose of the study is being defined. Throughout the course of the study involve all those that will be affected by the decision, such as:

- individual citizens
- special interest groups such as clubs, associations
- private business
- public agencies
- elected and appointed officials
- your Community Programs consultant

You will want to give everyone who is interested a chance to provide their views. Some will be involved in directing and carrying out the study. Others will be asked to comment or react to certain issues. With a variety of approaches, the recreation committee can obtain needed community participation:

- public meetings
- workshops and discussion groups
- surveys
- written briefs

STEPS IN THE PLANNING PROCESS

Remember that planning studies have different purposes. A *master plan* provides a development plan for recreation services for the whole community. A *feasibility study* looks at the advisability of developing a single facility or program. However, all planning studies follow the same steps in order to arrive at a decision or recommendations.

Getting Started

- *identify the issues.*

Is there a need for a planning study? What are the key concerns that your community has? What problems need to be resolved? Identify issues clearly before getting involved in a planning study.

- *assemble a study team.*

Who are the capable individuals in your community that should be managing the study? The study team will clarify the purpose of the study and see that the study is carried out successfully. Members of the study team should be familiar with recreation services in your community and be committed to improving them.

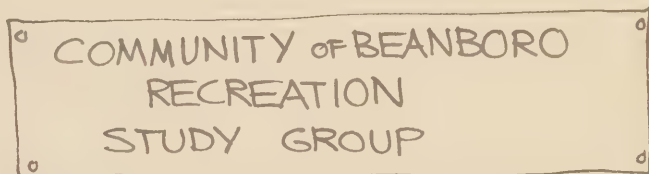
- *write terms of reference.*

The terms of reference establish in written form the purpose of the study. They are the instructions used to guide the study to a successful conclusion. The terms of reference are used to obtain approval for the study from funders, to obtain proposals from professional consultants, to manage the study and to make sure that the end result is satisfactory.

- *professional assistance?*

Once the purpose of the study is defined you will have a better idea if professional planning expertise is needed to assist in carrying out the study.

A variety of professional consultants from planners to architects may be called on for assistance.



Carrying Out the Study

• *data collection.*

The information collected depends on the study issues. Usually this involves collecting information about existing programs and facilities. Data on the recreation patterns of your community and expected changes is also important. Data collection involves reviews of records, evaluations of facilities and programs, and input from community groups and individuals.

• *data analysis.*

The data collected is examined to objectively determine desirable improvements to existing services or what new services will be required by the community. This analysis is done with regard to the major issues identified at the beginning of the study. The task is to find alternative ways of responding to community needs.

• *recommendations.*

Recommendations outline specific courses of action in order of priority and identify expected results. Recommendations may be in the form of objectives and policy statements for a master plan, or the best facility alternative in the case of a feasibility study. The recommendations are supported by logical arguments based on an analysis of the data collected.

Getting Results

• *implementation.*

A systematic approach for following the recommendations of the study is needed to make sure that the recreation services are improved. Assign responsibility, obtain funds and check-up to see that action is taken. Also remember that planning is an on-going process; the committee will want to be alert for changes in your community and respond to them.

SUMMARY

Planning is a useful tool for making decisions affecting leisure services in your community. **Master plans** deal with the development of programs and facilities on a community-wide basis. **Feasibility studies** help resolve facility or program-related questions: what is needed, what is affordable.

A group of concerned and capable individuals serve as the **study team** for a planning study. They establish the purpose of the study and see that the study is successfully completed.

The **terms of reference** are prepared by the study team to help them manage the study. The terms of reference define the purpose of the study, the questions that need to be answered and other study requirements.

In some cases the study team will seek the assistance of a **professional consultant** to carry out the study.

The planning study involves **data collection** to determine existing conditions and needs for recreation services. **Public participation** provides an opportunity for requests and suggestions from the community. **Data analysis** examines alternative ways of providing better services. The evaluation of these alternatives leads to **recommendations** on the best ways to improve services. Finally, **implementation** of these recommendations requires establishing priorities, responsibilities and funding.

A TASK

1. Do you have contact with the planning authority, and with the social planning council, serving your community? If yes, should a recreation committee member serve on it? If no, look into it and learn what planning is being done.

2. Do you have an inventory of recreation programs and facilities? Is it current? Does it include privately-owned and commercial recreation facilities and services?

3. Ask your community Programs consultant to provide you with copies of the following Ministry of Tourism and Recreation publications:

Feasibility studies for community facilities.

Culture and recreation master planning.

Future Stock: a guide to planning with small communities





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Tourism and
Recreation

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POLICIES & PROCEDURES

What is Policy?

A policy is a general guideline for future action; it describes the aim, purpose or objective to be achieved. Because it is future oriented, it deals with uncertainty. Therefore, it is flexible and can be adjusted to new conditions by the recreation committee.

Policies are formal, written statements that aim to achieve what is in the public interest, by the best possible means.

Policy decisions are the sole right and responsibility of council. Council may, in some cases, delegate part of this authority to the committee. These decisions reflect value judgements (what is good, right or just) and close the gap between 'what is' and 'what ought to be'.

What is a procedure?

A procedure is a detailed statement indicating who does what, how, when and in what sequence; it arises from a policy and may be mandatory or discretionary. Procedures are usually developed by the recreation committee. Authority to carry them out may be delegated to a director, where such a person has been hired.

Three Examples

• *example one*

The recreation committee shall meet regularly. All committee meetings shall be open to the public and regulated according to the procedures set for such meetings.

• *policy:* the committee shall meet regularly and these meetings shall be open to the public

• *procedures:*

• meetings will be held the first Monday of every month or at the call of the chairman

• a meeting agenda will be prepared by the chairman and distributed one week previous to the meeting

• minutes of all meetings will be kept by the committee secretary

• minutes will be circulated to committee members within one week of the meeting and, if no changes or corrections are indicated to the secretary within the next week, circulated to all council members through the municipal clerk's office

• *example two*

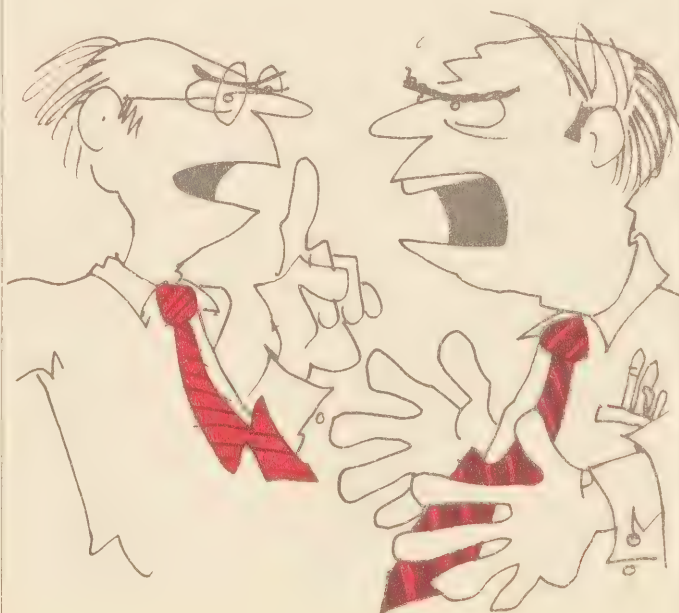
An hourly rental, assigned by the committee, may be charged for the use of the community centre and arena; rentals should be collected by the facility manager and the money banked according to municipal procedures.

• *policy:* authority is delegated to the committee to charge a rental fee for the use of the facility and to set the amount

• *procedures:*

• the community centre may be used, free of charge, by any community group or organization for non-profit purposes. When used by an outside group or for profit, there will be an hourly rental fee

• the arena may be used for public skating and by the schools free of charge, providing these hours do not conflict with scheduled hockey games or practice times.



- hourly ice rentals for activities organized by community groups will be partially subsidized
- hourly ice rentals for scheduled hockey games or practice times will be charged on a break-even basis; for outside hockey games or practices, they will be slightly more per hour
- rental charges will be collected by the facility manager
- the money will be handled according to previously stated procedures
- *example three*

The recreation committee shall encourage, assist and support all interest groups, organizations, agencies or institutions that contribute to the community recreation program. Financial support, through an outright grant, may be negotiated annually with these groups providing the amount of the grant is included in the annual budget submitted to and approved by council.

- *policies*
- the recreation committee shall facilitate community recreation
- if financial support is to be provided to any group through a non-restrictive grant, the amount of this grant shall be included in the committee's annual budget and shall be approved by council before such financial support can be provided
- *procedures*
- grants to be paid to groups contributing to community recreation will be negotiated annually and approved by council according to established budgeting procedures
- other methods used for facilitating community recreation will be left to the discretion of the committee

Why Have Policies?

Policies promote good council-committee-staff relationships by clarifying the respective roles and authority of council, of the committee and of staff. Policies save time and effort, provide stability, continuity and consistency of decisions. They help to orient new councillors and committee members; they improve staff morale.

Policies separate decision-making from the functions of management. They accommodate growth and the increasing complexity of a recreation system. They recognize and reflect growing concern by the public for the use of tax dollars.

Does the public have a role to perform?

Yes. The citizen's role is to identify and define problems, issues or concerns that need to be considered by council. Through local, organized groups, citizens can recommend action that will resolve the difficulty. It is also the responsibility of citizens to see that action is initiated, based on a policy decision by council.

What is the role of the committee?

Committee members should be sensitive to citizen suggestions and, themselves, identify and define problems, issues or concerns that detract from the municipal recreation service. They should gather and review all information related to these matters and proceed to:

- formulate policy alternatives that may resolve the difficulty
- select the most suitable policy statement and recommend it to council
- forward to council all information gathered (in condensed form), all logical policy alternatives and the course of action recommended.



- implement council's policy decision

It is also the role of the committee, periodically, to review existing policies in light of current needs and priorities, as these are established by council.

What is the role of council?

The major responsibility of council is to debate logical courses of action, to set policies that provide clear direction for the committee and staff and to ensure that these policies are translated into action.

What is the role of staff?

Where appointed, staff will:

- provide technical advice to the committee and to council
- research and provide for committee members all relative information that will assist them to formulate a number of policy alternatives and to select one for recommendation to council
- assist the committee to establish procedures that will put policy into action
- develop an appropriate manual for holding and keeping up-to-date all approved policies and procedures
- follow policies and procedures, as established

What form might this manual take?

Policy statements can be held in a three-ring binder with each policy and the implementation procedures placed on one page. In this way, each policy or the procedures can be easily changed without disturbing the rest of the manual.

The binder should be divided into sections, arranged as follows:

- *provincial legislation affecting recreation*
- *the municipal recreation bylaw*
- *planning*
- relationship with the planning board
- facility standards being used
- procedures for maintaining current, short and long-term plans
- relationships to be maintained for planning purposes
- *the purpose, goals and current objectives for the municipal recreation program*
- *the duties and responsibilities of the committee*
- procedures for appointing officers and sub-committees
- duties of sub-committees and individual members
- procedures for committee and sub-committee meetings
- procedures for recommending policy
- *the duties and responsibilities of the recreation staff*
- administrative structure and flow-chart for communication
- job titles, job descriptions, authority assigned and to whom responsible

- procedures for hiring
- policies relating to the use of volunteers
- policies for staff training and development
- policies for evaluating staff
- *leadership training*
- policies for recruiting and training part-time and volunteer leaders
- policies relating to the maintenance of an inventory of part-time and volunteer leaders
- policies for supervising part-time and volunteer leaders
- policies for evaluating part-time and volunteer leaders
- *recreation programs and services*
- policies for assisting groups that contribute to community recreation
- policies for assisting other groups
- policies for the operation of activities, such as community conferences
- policies relating to the maintenance of an inventory of community groups and their activities
- *recreation facilities*
- agreements signed with other agencies regarding facilities
- policies for the provision of facilities
- policies for the coordination of use of facilities owned by other agencies
- policies regarding rental charges
- policies covering the operation and maintenance of facilities by volunteers
- policies regarding the maintenance of an inventory of community recreation facilities
- *budgeting and finance*
- budget preparation, approval and control
- approval and payment of accounts
- the handling of revenue
- fees to non-residents
- grants to community groups
- *administrative policies and procedures*
- handling correspondence
- handling citizen requests and complaints
- reports
- insurance and handling insurance claims
- setting and reviewing goals and objectives

CONCLUSION

Policy development is a continuous process that brings order to the making of decisions and provides continuity and consistency to the decision made. Without policies, each problem dealt with, each item discussed, is done in isolation from all other similar situations. In such cases, each decision made is unrelated to all other decisions.

The cycle is not finished with policy adoption and implementation. Periodic policy review and evaluation is required.

TASK: What steps should be taken to develop a policy and procedures manual?

- Begin by establishing your first formal policy statement: a policy and procedures manual shall be developed for the _____ municipal recreation committee.
- Establish who will be responsible for coordinating the development, maintenance and evaluation of the manual.
- Prepare a framework for the manual, and list areas in which policies and procedures are needed. Give consideration to previous manuals, and to those produced by other communities. Care should be taken, however, not to produce a carbon copy of another manual; but to produce a manual that reflects the needs of your recreation committee and your community.
- Research past minutes of your committee and council and collect all policy statements that may be in effect at this time. Evaluate these existing policies and make appropriate changes. Make suggestions for additional policies where necessary.
- Produce a draft copy of the manual and distribute it to members for your committee and council for comments. Make changes where appropriate.
- Finalize the manual and decide on its format. (A loose leaf format is an excellent one, in that amendments can be easily made once the policies are in effect).
- Review and evaluate the entire policy and procedures manual at regular intervals.



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EVALUATION

Evaluation keeps the recreation committee on target. It is the process of measuring the success or failure of such things as:

- the committee's relationship with community groups
- the implementation of policy decisions
- an activity organized by the committee
- the municipal services provided
- the planning and building of a facility
- the recruitment of volunteer leaders
- the effectiveness of your meetings

Only by continuously monitoring feedback from community groups and agencies can the committee know its goals and objectives are being met, that its programs and services are meeting the needs of citizens. Through evaluation the committee can develop and improve services that are effective; can find out why some do not produce the desired result and eliminate or modify them.

The Steps Involved

There are logical steps to take:

- what is the target? are goals and objectives clearly stated, understood and accepted?
- where are we now? has progress been made toward the objective?



- what action will move us forward? has it been carefully planned?
- when should we arrive? is the time schedule realistic?
- if the time schedule is off, should we lower the target?
- what does the evidence collected mean? interpretation of the information gathered is a key issue
- what should be changed before this process is repeated?

This evaluation process can be applied to any number of individual or separate situations by a variety of means, such as:

- effectiveness-rating questionnaires
- personal interviews
- telephone polls
- surveys
- community conference

Some Principles to Apply

All of the following ideas are important. All should be understood and applied.

• accept people as they are

All who are affected at all stages of the process must be involved. They must be in agreement with the goals and objectives set and committed to achieving the desired results. The standards used must be within reach of the participants, that is, a group of beginners should not be measured by semi-professional standards.

• evaluation is done cooperatively

The best results are achieved when the evaluation is carried out by those who are directly involved. If necessary, the participants can be encouraged and supported by outside resources.

• all contributing factors are considered

Success or failure may be caused by the least obvious factor – some change or some circumstance that has not been examined.

• evaluation should be systematic and continuous

Different techniques may be used at different stages but the process happens at all stages and in a logical, sequential way.

• evaluation leads to action

The purpose of the process is to improve something – and this will likely require change

An Example

The municipal recreation committee operates a publicly-owned outdoor swimming pool, the only swimming pool in the municipality. The committee is directed by council to provide, free of charge, learn-to-swim classes for youth who live in the municipality. The recreation department, with permission from the county board of education, asks the three school principals in the area to distribute the program flyer (advertising the classes) to all students. On the advice of the recreation director, the committee decides to operate two classes (one in July and one in August) each weekday morning (Monday to Friday) and to enroll a maximum number of 30 youth in each class. The recreation staff further decide to take attendance, to require each participant to attend 80 percent of the teaching sessions before trying the beginner's test and to expect 75 percent of the participants in each class to pass the test.

• evaluating the program

Before evaluating the results of the program, consider these two questions:

- Is the recreation committee within its mandate to offer the activity? Yes. There is no other community agency able to operate swimming classes.
- Is the purpose of the municipal recreation program being met? Yes. The purpose of the public program is "to assist individual development and improve the quality of life in the community". Youth who cannot swim will be taught this skill, reducing the chance of drowning.

Consider, as well, the objectives set:

- two classes are offered, each accommodating 30 youth. A maximum of 60 youth can be taught to swim and pass the beginner's test.
- the staff set an objective: 75 percent of the participants would pass. To help meet this criteria, they also decided a participant must attend 16 of the 20 teaching sessions before the test could be tried.

So far, it is known that the activity is within the mandate of the municipal program, it helps to meet the purpose set by the committee and that the objective for the program is to pass a minimum of 23 participants from each class.

Three scenarios

1. There were 30 enrolled in the first class. All tried the test, twenty-five passed, but one parent who lived in the municipality, complained to the committee that his child had not been able to register for either class.

- because more than 23 participants passed, all conditions appear to have been met
- why, then, the complaint? was it valid?
- the staff reviewed the registration list and ten of the participants came from outside the municipality
- the committee had overlooked one criteria

stipulated by council: free of charge for "youth who live in the municipality"

- the parent did have a legitimate complaint
- because of this oversight, the committee and the staff created a problem
- perhaps a fee could have been charged for participants from outside the municipality

2. There were 30 enrolled in the first class. Six participants were unable to try the test because of poor attendance. Twenty participants passed the test.

- because less than 23 participants passed the test, the objective set by the staff was unmet. Why?
- to ascertain why six participants had very poor attendance, they were interviewed (by the director) with a degree of caution. One had a valid reason but five said it was the authoritarian approach taken by the chief instructor; this tended to be confirmed by the two volunteer helpers

• it was decided the instructor would have to be changed before the second class started and this was done

- more care should have been taken when hiring the instructor

3. By the 15th of June, only 21 had registered for the first class and 15 for the second

- there was apparent interest and enthusiasm in the village for the classes. Why the poor response?
- by asking a few questions, the director found that the program flyer had been distributed by only one of the three school principals
- rather than going back to the two principals again, the director asked the school board representative on the recreation committee to request distribution of the flyer before the schools closed
- the two classes were quickly filled
- the director realized he should check, carefully, for possible conflict between the department and the two principals

Who Evaluates?

The committee should look for an assessment of what is being done from every source possible. It is only a case of selecting the appropriate method or technique for each case.

Consider the examples used above.

• develop a method for assessment by the participants

- if those enrolled in the swimming class had been asked, the problem with the instructor could have been recognized sooner

• ask all teachers, volunteers or staff who are associated with an activity or service to evaluate it

- if asked to complete an activity-recreation questionnaire at the end of the second week, the two volunteers could have suggested there was a problem with the instructor

- **seek some means for the community to react to an activity, a service, a facility or the total program**

- record and react to phone calls and letters of praise or complaint

- a phone call to the parents of those with a poor attendance record might have located the problem sooner

- **look to cooperating agencies or institutions to evaluate things from their perspective**

- with the pressure of time, the recreation director (because there was permission from the school board) took the surest course of action for results
- if there was conflict between the department and

one of the two principals who did not hand out the flyers, the action taken would further aggravate it

In conclusion

Evaluation is a key to the effective provision of recreation services. There are many tools available to help you evaluate your purpose and objectives, structure, administrative practices, staff performance programs, facilities, services and relationships. Your Community Programs consultant can help you to locate appropriate tools and resources.

The checklist that follows is an example of one evaluation technique. Similar detailed evaluations can be done on other aspects of your recreation services.

RATE YOUR MEETINGS

Use this sample evaluation sheet by ticking the most appropriate column. Share your reactions with other committee members and discuss those areas which you feel could be strengthened.

	Excellent	Adequate	Improve
1. regular meetings are held at a time and place convenient to members, staff and community residents			
2. agendas are sent out in advance of the meetings and accurately describe each item to be dealt with			
3. few items are added to the agenda after it has been sent out			
4. all agenda items are numbered to facilitate easy reference during meetings			
5. minutes of meetings are comprehensive, accurate and legible			
6. back-up documentation is sufficient to understand the issues, yet relatively brief			
7. appointments are kept brief yet provide time to gather the information needed			
8. sub-committee reports keep all informed of what is happening			
9. meetings begin on time and last no longer than two hours.			
10. most members attend regularly, are present on time and stay for the total meeting			
11. meetings run smoothly and effectively, following the agenda			
12. members come prepared to participate			
13. members are encouraged to provide input to all discussions			
14. all members have adequate opportunities to participate			
15. decisions are generally reached through consensus			
16. courtesy among members allows the group to function effectively			
17. minutes and agendas are filed with the municipal office and circulated to council members			
18. special meetings are kept to a minimum and are open to the public			
19. the public is kept informed of all meetings through media announcements			
20. representatives from community groups are specifically invited to attend if something is being discussed of particular interest to them			

This effectiveness-rating test is taken from material recommended for use by the Ontario Municipal Recreation Association.



Ontario

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THE COMMUNITY CONFERENCE

The community conference is one way recreation committee can communicate with citizens. It does, however, represent a big investment in time and effort because of the careful and systematic planning that must be done. But, it will pay dividends through results.

Such a conference can be used for a variety of reasons. It can provide:

- a forum for the exchange of information, for sharing opinions and ideas
- a means of reaching citizens, as public education
- a method for arriving at conclusions, for making decisions and discussing their implications
- a setting for identifying and discussing, and solving problems
- an opportunity for joint action and for planning cooperatively, avoiding duplication and resolving conflict

The community conference can take a variety of forms. It will:

- involve the total municipality, regardless of size
- reach one geographic area or community
- include one segment of a community (a neighbourhood)
- focus on a specific community interest, such as the arts
- concentrate on one segment of the population, such as the elderly
- coordinate the work of those serving one group of people, in the youth-serving agencies
- seek out volunteers

Such flexibility of purpose and form makes this communication technique indispensable. One word of caution is needed: design and use the conference for one stated purpose. There can be no ulterior motives or hidden agendas.

Benefits from a Conference

Regardless of the type of conference used, there are many common benefits. Some of these are:

- people who might otherwise never meet are brought together to consider some issue or problem and to think about it creatively
- a broad cross-section of public opinion is obtained

- information is provided directly by those who have had experience so misunderstanding can be cleared away. The intent or action of those who are involved is more clearly understood

- fresh ideas can be brought by the participants and shared first-hand with all who are present
- cooperation by all who are involved is obtained
- informal channels of communication are opened up
- enthusiasm and commitment are stimulated quickly
- participation brings satisfaction through being a partner in community development

These benefits are most apt to accrue when the community conference is planned to produce specific results. Four examples are given here:

- *to share information*

Participants are selected who can supply current, in-



formation about the situation being examined. No outside resources are needed. The conference will bring understanding but should not be planned to produce immediate action.

- *to explore a situation* that is causing concern
This brings a fact-finding conference and can be used to bring a variety of opinions into the open. The conference need not lead to agreement but it should be the basis for future planning and action.

- *to solve a problem*
The problem should be clearly and accurately defined. The conference must involve all who share the problem, the decision makers and all who will be affected by the solution reached. It should be designed to produce consensus on the action to be taken.

- *to coordinate the use of resources*, such as a facility
All groups and individuals wishing to use the facility must participate; the conference should be designed to produce a schedule of use to which all can agree.

What are some of the factors that guarantee success?

Requirements

There are many things that should be considered but the following requirements must be assured:

- The planning is done carefully and thoroughly (a minimum of three to six months is required). If accomplishment is to be high, everything must run smoothly from registration right through to adjournment.
- The right people participate. Involve all who are interested or concerned, who can provide input and who will be affected by the outcome.
- The resource people (speakers, discussion leaders, recorders, observers) are trained, experienced and accepted as participants and do not dominate, control or influence the flow of information or events.
- The supplies that are needed are readily available and adequate. Have everything that is needed to communicate (for sound and light) and to record (flip charts and tape recorders) in place.
- The surroundings and atmosphere are warm, comfortable and attractive. This 'climate setting' includes people to welcome participants as they arrive, to provide information about what will happen and to introduce those just arriving to those who are already there. Everyone will be at ease, relaxed and prepared for candid discussion.
- There is no feeling of uncertainty about intent or no time is being wasted.
- Participants should know what is expected of them and what responsibilities may be assigned.
- The possibility of embarrassment must be removed.
- The date is open for all who should attend.
- The location is convenient and will provide everything needed, that is one large meeting area, small-group meeting rooms, banquet facilities.

People to Involve

The success of a community conference is dependent upon the participants. If numbers need to be controlled, it may be necessary for groups and organizations to name specific representatives. As well, invite individuals (through the press or the radio station) who are concerned about the topic being considered but may not belong to a community group.

The topic, the community and the type of conference all influence those who should be invited. If possible, have the letter inviting participation signed by the mayor, the reeve or warden. This person should be seen as one who has an objective point of view on the topic to be considered. As well, in this first contact with potential participants, state clearly the purpose of the conference and the topic to be examined.

It is impossible to list all who should be invited, but such groups as these could be considered:

- the municipal or local council and municipal employees
- school boards, school officials, principals and teachers
- home and school or parent-teacher associations
- voluntary agencies (YM-YWCA; Boys and Girls Clubs; scouts and guides)
- other public agencies, such as the library and planning board, social and health services, a social planning council, conservation authorities, police, firemen



- service and fraternal clubs
- churches and a ministerial association
- community hobby and interest groups
- coinmerce, business and industry

STAGES IN ORGANIZING THE CONFERENCE

There is a logical sequence to the steps taken when planning a community conference. These can be illustrated as follows:

• the idea stage

An 'idea' is expressed and presented to a few others, an organization or an agency. It may involve a concern or a need, an issue, an unresolved problem, the interpretation of action already taken or the clarification of a situation. Those with whom the 'idea' is shared believe something can and should be done about their common concern.

• the exploration stage

The group of people with whom the 'idea' is shared examine the situation to find if others share their concern and wish to do something about it. This exploratory group must find answers to such questions as:

- are enough citizens interested in this 'idea' to warrant a conference?
- is the topic timely and appropriate?
- can citizens provide the information needed to clarify the situation and bring understanding?
- if not, are 'outside' resources available?
- will existing community groups, organizations, agencies and institutions support the venture?
- are facilities available?
- are financial resources available to assist us?

If answers to questions such as these are favourable,

the work of this group of people is over. It could, however, be converted to a 'steering' committee and continue with the task.

• the planning stage

A committee is named to plan the conference. It should include key people who are well informed and relatively unbiased about the outcome. This planning committee (or steering committee) is entirely responsible for whatever happens from this point on. Success or failure depends on its work.

One of the first tasks is to appoint a conference chairman. This person should be someone who shares the concern to be considered, is committed to making the conference a success and who commands respect throughout the community.

• the organization stage

The planning committee forms sub-committees to share the work that must be done. Each sub-committee is usually chaired by a person who sits on the planning committee. Members can be named by the chairman. It should be made up of people who have this particular interest or expertise. The number who serve on the sub-committee will depend upon the size and nature of the conference as well as the nature of their assignment. These sub-groups will likely include:

- a program committee: To translate the 'idea' into a program and to find the necessary resource people. It organizes what will be done by the participants from arrival to departure.
- a publicity committee: To stimulate citizen interest in the conference and to assure good participation by all who should be involved. It will inform all who live in the community what is being done and why.
- a facilities committee: To select and to prepare the place being used. To secure all needed supplies and equipment. To be certain everything is in working order and ready when needed.
- an administrative committee: To plan and to control all financial requirements (prepare a budget, set fees and charges, issue receipts, set expenditure procedures, handle the bank account). To work with the publicity committee to build and maintain a list of names and addresses of those who are invited. To set enrolment procedures.
- a records and reports committee: To direct and control all reporting procedures. To prepare a conference report. To ensure that the results coming from the conference impact on future developments.

The work of the planning committee has not finished until final recommendations are known and action is planned for their implementation.

• the follow-up stage

Some or all of the planning committee can volunteer to be named to take the action planned to its logical conclusion. Someone must be responsible for follow-up, for evaluation of the results obtained and further action, if this is needed.



APPLICATION

Although this bulletin gives general information about organizing a community conference it can also serve as a guide for the future action of your municipal recreation committee.

Do you have an 'idea' about recreation that needs to be examined? Is there a situation that exists in your municipality that should be clarified? Could the use of recreation resources be better coordinated?

Share your interest in using the community conference as a communication technique with your representative from Community Programs.



Ontario

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Tourism and
Recreation

Province of Ontario
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Deputy Minister



ORGANIZING A COMMUNITY COUNCIL

Community 'activity' councils can materially strengthen the total community recreation program. Some of these coordinating groups are:

- a sports council
- an arts council
- a social planning council
- a leisure advisory council
- a council of youth-serving agencies

Each of these community councils has a specific area of interest and its own characteristics. There are, however, similarities as well. For this bulletin, the organization of a community leisure advisory council is used to illustrate the general topic.

A Leisure Advisory Council

In some communities, recreation activities may be offered by a variety of clubs, agencies or organizations. It may be very beneficial to form a local coordinating committee, or leisure advisory council, to share mutual concerns, coordinate activities, determine the best use of resources, identify gaps in recreation programs, and to avoid duplication of services.

Such a council could examine joint program possibilities, coordinate publicity, determine better scheduling of facilities, stimulate interest in new activities, and assure good communication among those involved.

A recreation committee – the recognized representative of the municipal council – is in an excellent position to initiate the organization of such a group. It can be impartial and assist with the setting of common goals that recognize the recreation needs of everyone.

There are many ways a leisure advisory council can be brought into being. It may be carried out by the individual organization themselves or the process may be initiated by a municipal recreation committee.

Why a Leisure Advisory Council?

To achieve the best results, the leisure advisory council should represent a wide cross section of the community. With good representation this body can:

- provide an administrative structure for all organized recreation activity within the municipality. Such costs as secretarial assistance, duplicating, mailing, accounting and insurance can be shared. Fees, charges and payments can be standardized.
- establish common goals, objectives, codes of ethics, policies and procedures – guidelines for all member organizations to follow.
- coordinate and schedule the use of publicly-owned facilities that are available.
- apportion general financial assistance provided by the municipality and perhaps by the member organizations.
- assure cooperation among all organizations and groups, for example, between those organized by school officials and by minor groups.
- assist with fund raising for needed community facilities or programs.
- sponsor demonstrations for new activities or special events.
- organize training programs for executive members, team managers, coaches or other officials.



- secure and distribute resource material for participants and officials.
- recommend to the recreation committee priorities for new facilities or modifications needed in existing facilities; recommend safety standards for participants and spectators.

Membership on the Council

All community clubs or agencies that provide recreation activities should be represented on the council. Institutions and agencies that control facilities should also be included. All segments of the community should be represented by a spokesman. These will include a variety of age groups, both sexes, in-school and drop-out youth, unions and the unemployed, rural and urban groups. Those represented may include:

- the municipal recreation committee (and other public bodies)
- libraries
- voluntary agencies, such as the YM/YWCA
- the school system, including the local community college or university
- organizers of special programs, such as church groups, Boys' and Girls' Clubs, etc.
- service clubs that sponsor recreation events
- private clubs, such as golf or racquet sports
- the business community, such as those sponsoring teams or specific programs
- industries that organize sports leagues or control facilities
- commercial agents who provide activities such as

roller skating

- a regional sports council, if one exists
- all organized recreation groups
- the local Ministry of Tourism and Recreation consultant

Valuable resource people could be placed on such a council, representing a chamber of commerce, the medical profession or the media. Almost every community has a few citizens who are especially enthusiastic about recreation programs. They find coaches for minor leagues; they run the lawn bowling tournaments; they organize community fairs and festivals; they take minutes; they organize registrations. These people know what programs and resources exist, where improvements can be made and what groups will want to be included. Be sure to involve them at an early stage in the development of a leisure advisory council.

A community leisure advisory council may serve an area as large as a city, or as small as a town or village. It may be used to coordinate the activities and resources of two or more neighbouring municipalities.

Membership on such councils and their responsibilities will vary according to the size of the municipality, the task assigned and the area of interest. The organizational structure, the officers elected and the standing committees named will also vary. Generally speaking, once the council has been named and begins to meet, the members will make all of their own decisions based on the task assigned and the wishes of the group represented.



ORGANIZING A LEISURE ADVISORY COUNCIL

The technique outlined in the previous bulletin (number 14: The Community Conference) can be applied. For the sake of illustrating what might happen, examine the following problem.

Problem Description

Within a given community, three organizations all offer adult fitness classes for community members. In fact, two of these classes are offered in the same building, on the same evening. Since the classes are operated by independent organizations, all their registration fees are different as is the length of class time. One community resident made inquiries at two different agencies regarding their courses. The resident discovered one agency's fees were significantly higher than the other, for less class time. The resident sent a letter to the municipal recreation committee to see what action could be taken regarding this inconsistency.

Examination of the Problem

The municipal recreation committee then examined the course offered by the third agency and discovered its fees and hours were different again. The municipal recreation committee decided to bring the three agencies together to discuss the fitness classes. At the meeting it was soon discovered that similar problems were occurring in other programs operated by each organization.

The following facts were identified:

- there was insufficient space available for the operation of programs
- because of poor communication between organizations many resources were being wasted through duplication and program overlap
- there were untapped resources within the municipality
- there were gaps in program services
- each organization was organizing its own recruitment and training of leaders
- existing facilities could probably handle twice the number of participants with cooperation and coordinated scheduling
- each organization had a separate brochure distributed to all community members on their recreation programs.

As a result of the meeting it was suggested that other organizations within the community may be experiencing similar problems, and it may be beneficial to bring everyone together to discuss some mutual concerns.

A second meeting was called inviting all representatives of recreation agencies and organizations offering recreation programs to the local community. The municipal recreation committee representative presented the finds of the first meeting and asked for input from new participants. It was decided that it would be beneficial to form a coordinating committee to look at some of the specific problems outlined and to keep one another informed for services and activities available by individual agencies/organizations.

The committee was named the Leisure Advisory Committee and would be chaired by a representative of the municipal recreation committee.

A task group was set up to do a complete inventory of all facilities within the community which could be utilized for recreation activities.

The committee then established a prioritized list of other things that needed to be done and arranged to meet on a regular basis.

Application

Hopefully, this hypothetical case will suggest how a leisure advisory council could be organized and how it could benefit the whole community.

Are there community 'activity' councils already organized in your municipality? If there are, have you made them aware of your interest in their welfare? Can you assist or encourage them in any way?

Are there specific program interests in your municipality that would be strengthened through coordination? If so, how could the task be initiated?

If you would like to examine the structure and work of an existing community council, ask your Ministry consultant to identify one or two for you.





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COMMUNICATION

Communication facilitates an exchange of information between the recreation committee and others in the community recreation program. It is an endless, ongoing process that conveys ideas and generates feelings; it leads to cooperation and the coordination of recreation resources. Communication is the lubrication that makes a complex, well-organized community program work. It is one of the most difficult of all human activities and, as civilization advances, it becomes even more complex.

Recent advances in 'information' technology are ushering in what is called the 'communication age'. Interactive TV provides instantaneous, two-way communication between government and citizens – the potential for true participatory democracy. Communication satellites and specialized viewing equipment allow the scanning of action thousands of miles away. By the end of the century it is projected that the entire contents of the Library of Congress may be stored and still be accessible in one volume no larger than a single book. The marvels of science fiction are here.

Experts agree that the microcomputer will become as important to our daily lives as the telephone. Soon, they say, the ability to program and use computers will be as essential as being able to read, write, type or drive a car. Newspapers (as we know them today) and mail will be things of the past. The receiver, not the sender, will control what is seen on the TV screen.

With such advanced 'tools' and technical knowledge available, why do we have so much difficulty with communication? Why is it carried out so poorly? This Bulletin cannot answer the question fully but, hopefully, it will bring a better understanding of the problem.

The Objectives of Communication

Communication is the sending of messages or information visually by printed or written copy; audibly or verbally, through such devices as radio; or combined as an audiovisual (through video tape or TV) or on a personal face-to-face level. There are several objectives for this process of communication. Here are four of particular interest to recreation committees:

- **to inform:** – distributing information about activities and services available within the community

- **to inform:** – distributing information about activities and services available within the community

- **to listen:** – all who provide activities or services (your partners in the community program), building inventories of resources, obtaining feedback from the participants on their reaction to the program or ways to improve it

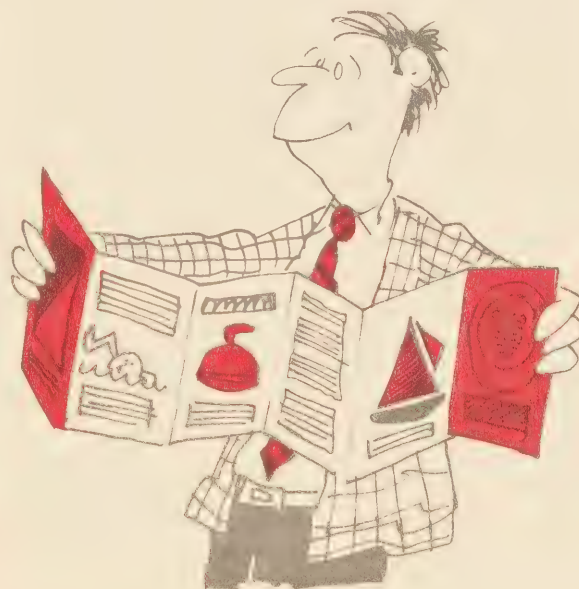
- **to persuade:** – provided or arousing interest in new activities; winning support for, and a favourable attitude toward, the groups and agencies involved

- **to remind:** – circulated information

Promotion has a place in public recreation. It provides the 'voice' for all who are involved in the community program. Massive commercial advertising and the deliberate distortion of information (often linked closely with promotion) have given the word 'promotion' a negative connotation. Providing accurate, factual information about the municipal program and the support given to volunteer effort is a responsibility of the recreation committee.

There are four conditions that must be met if this promotion is to be successful:

- the information must reach and gain the attention of the audience



- the material must be interesting, important and needed
- the message must be translated or interpreted in understandable terms by the receiver
- the communication must suggest ways of meeting the needs of the audience

Unfortunately, the public is bombarded with information. There are far more messages received than can be accepted or decoded. We know that people choose their reception by cues: a headline, a picture, a name, colour or sound. We also know from research that 90 per cent of all who see an ad will read no further than the headline. That may help to explain why it is so difficult to gain people's attention.

The first rule of communication is: know the audience or target you wish to reach. Then concentrate your effort and resources on what will catch and hold the interest of this group.

The Components of Communication

There are four equally important parts within the process of communication. These are sender, the message, the medium and the receiver. This fact is capsulized in the statement: *someone says something in some way to someone.*

- **the sender:** There is much more involved than what we say or write. Non-verbal communication is constantly a factor: how we are seen as a person (our warmth, depth, reputation); how we act (sit, stand, talk, gesture); what we wear; the pace at which we speak or move. The person who suggests interest in a conversation but looks furtively at a watch gives two messages and the non-verbal one is probably the more accurate.

- **the message:** Five of our senses are involved: hearing, seeing, feeling, smelling, tasting. The more of these reached with the message, the greater the degree of comprehension. We usually think of the message being made up of words. This means the choice of words, how they are put together and the tone of voice or "colour" of writing affect the receiver. But words are merely symbols, an agreed-upon substitute for things. Pictures and images shape our perceptions more than words. Experiment and experience tell us:

- 10 per cent of what is heard is retained three days
- 35 per cent of what is seen is retained for three days
- 65 per cent of what is seen and heard is retained after three days

- **the medium:** TV was such a promising medium because it readily combined two of the senses. But the costs are so high. And the audience has accepted a passive, relaxed, unthinking role one of 'entertain me'.

- **the receiver:** The person who gets the message must translate it to understandable terms because words and gestures mean different things to different people. The sender needs to know the correct

"language" to use to reach a particular audience. One university professor tells us that the word "run" has 832 different meanings!

Some Reasons for our Poor Communication

Both the sender and the receiver must be willing and active participants in the process. Communication is something you do *with* people.

• inability to listen

Few people have acquired the skill of listening. The human chain of people talking to people breaks down because we are so poor at listening. The primary focus in the school is reading. Some, but little attention is given to speaking; less is paid to listening. As a fair reader but a very bad listener, the typical student graduates into a society where three times as much listening will be required as reading.

Extensive testing has been done on how much of what is heard is understood and retained. These tests tell us that:

- immediately after listening to someone talk, the average person knows and remembers about half of what was heard
- two months later, this will have shrunk to about a quarter
- people forget more than one-third of what was heard in the first eight hours, more than will be forgotten in the next six months

Concentrating on what we are hearing is difficult because we think much faster than we talk. There is spare 'thinking' time when we listen and we tend to focus on our thoughts rather than that which we are hearing. The barrier to listening goes up.

There are 'tricks' you can practice to improve listening skills.

- Think ahead. Anticipate the direction of the speaker and conclusions that will be reached.
- Weigh the evidence being presented. Is it accurate, logical, complete?
- Review what has been said. Periodically summarize or paraphrase progress, and check with the speaker to check that your interpretation is accurate.
- Listen between the lines. Observe the non-verbal communication.
- Think about what is being left out and why.

Your thoughts, as a listener, must augment those of the speaker, not replace them.

• inattention to leadership styles

Few people relate leadership style to what is being said. The presentation of the task, the leadership style of the individual, and peer acceptance of this style make a tremendous difference in terms of people's commitment, the satisfaction experienced and the quality of the job done. As a community leader, your leadership style will influence people's perceptions of what you say. To illustrate this point, consider the following leadership styles and the different way that a task can be approached.

- *the autocrat*: "This is the way it will be done."
- *the benevolent autocrat*: "This is the way I would like it done, so let's try it."
- *the missionary*: "Let's do it the way you want to do it."
- *the deserter*: "I don't care how it's done, I just want it finished."
- *the bureaucrat*: "This is the way it's always been done."
- *the executive*: "Let's gather opinions on how it should be done and seek consensus."
- *the developer*: "Tell me how you think it should be done and let's talk about it."

• **failure to share information**

Sometimes the lack of trust and openness among community groups and agencies has a disastrous effect on the results. The Royal Bank Newsletter used this illustration to show the effect communication had on cooperation:

- the escape of the German battleship from Brest through the narrow English Channel to a home port can be traced directly to the unwillingness of the navy, air force and army to share information, warnings and evidence. This is told in John Deane Porter's book appropriately titled FIASCO.

• **difficulty with interpretation**

The results of an interesting test illustrates this problem. A group of over 200 professional people were asked to react, individually, to a scholastic grade of 67 per cent. Was it considered to be excellent, good or poor? The responses received fell into three equal thirds. Apparently all reacted according to their own expectations for performance: what was excellent for one was viewed as being acceptable to another and poor to a third.

• **human nature**

People readily accept things they find interesting. But they automatically filter out messages that are unwanted or those viewed as unimportant. It has also been proven that 40 per cent of all people express apprehension when they must initiate conversation with another person. Communication does not come easily.

• **choice of words and structure**

Say what you mean with precision and accuracy in plain language. Choose short active words with clear meaning. Think of the person being reached when you put them together in a simple, concise, logical way.

A simple format to follow is:

- *begin with*: a terse headline or sharp opening sentence to gain attention
- *follow with*: amplification, using important facts or needed information that will aid interpretation and allay doubts or fear
- *if called for*: add supportive evidence or endorsement

- *end with*: action to be taken (requested or implied) to give the desired results

COMMITTEE ACTION

- *Brighten up reports, program brochures and publicity material*

– identify and stress the benefits to be obtained from belonging to a group named or participating in an activity listed

– use art work or pictures that show activity, places or people

– consider the use of colour. It may not be as expensive as you think.

- *Get feedback*

– make personal contact with individuals, especially those who are not involved or participating

– meet with groups, organizations and agencies and discuss mutual interests or common concerns

– use a community conference to gather and distribute accurate information

– contact key people to gain their opinions

- *Consider sponsoring or starting an information centre*

– visit one or gather information about them. There are several in Ontario cities.

– if you are not aware of one, ask your Community Programs consultant to refer you to other people who can suggest one.

The primary function of an information centre is to give information and make referrals. It serves the total community. These are other potential services that can be provided by such a centre:

- to gather information about community resources
- to give advice or offer counselling
- to identify community need
- to initiate a service to fill gaps
- to provide leadership training
- to assist people in their use of community resources
- *Consider the use of community cable TV*

Cable television systems are required to provide at least one channel for educational use and one for community programming. Most cable television systems have small studios and produce programs for the community. They will also show programs produced by community groups or agencies. Some studios allow telephone calls so viewers can discuss on-the-air programs. Explore the possibility of using this community service.

- Ask your Community Programs consultant about projects undertaken and resources produced that deal with community communications. Some of these have been undertaken in cooperation with TVOntario. Other community television projects have been used in such Ontario centres as London, Kitchener and Thunder Bay.



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PUBLIC RELATIONS

Because tax dollars are used in municipal recreation, all citizens should know about it, support it and understand how to become involved. One way for the recreation committee to accomplish this is through a carefully-planned campaign of public relations.

What is Public Relations?

Public relations combines several elements. It may not be separate budget item, but it will require a great deal of attention, effort and some expenditure. Public perceptions are sometimes formed from information, statements or events that are beyond the control of the recreation committee. That is why it is so important to distribute accurate information and to promote good understanding concerning the municipal and the community recreation program.

Included in public relations is recognition that:

- it is an essential, continuing process of public education
- it requires citizen participation and input
- it is complex because of the diverse nature of the groups and activities involved
- it includes all that the committee plans, carries out, says or does, that informs or communicates with the general public
- it is much more than promotion, advertising or marketing. It requires finding out what people want, what they will provide for themselves and the community groups, agencies and institutions to which they belong.
- it is one base on which a strong, positive relationship with citizens can be built.

One definition for public relations is:

- it is a process that develops support, goodwill and understanding among municipal councillors, recreation committee members, the staff (if present), community organizations, other agencies and the general public. It requires citizen participation, active neighbourhood groups, agency cooperation, the distribution of interpretive information and a coordinated, strong community recreation program.

Recreation and leisure are, generally, accepted as positive, challenging social forces. In spite of this, many people view shorter work periods with concern, retirement with apprehension and leisure with

fear. Many more see "free time" as a vacuum to be filled rather than an opportunity to become fulfilled. But more about these contradictions will be found in the Bulletin which deals with leisure education.

Those who work in public recreation have generally been somewhat ineffective with their program of public education and the distribution of good, interpretive information. Public relations has not been handled well in some cases.

What is the Purpose of PR?

To develop its plan for public relations, the recreation committee must have a well-defined and clearly-stated statement of purpose. Building on these, the goals of the PR plan should be to:

- encourage all community recreation groups, agencies and institutions to plan and to work cooperatively
- inform citizens about opportunities to participate in the community recreation program
- develop an appreciation of recreation and leisure and their value to the individual and to the community
- create an understanding of and a positive attitude toward leisure and its potential to provide a good life



To carry out these goals, committee members must know and understand the value of recreation and leisure. As well, they should know the needs and interests of all who live in the municipality, and the groups that contribute to the community recreation program. Committee members need to be aware of the resources for recreation (inventories), and of the policy statement that says when and how the municipality will help citizens provide recreation activities for themselves.

There are many reasons why the committee needs to plan public relations. Some of these are to:

- recruit volunteers
- arouse public awareness
- create a sense of community cooperation
- solicit public support
- report on activities planned and work accomplished by community groups and agencies
- coordinate use of recreation resources
- explain policies and procedures
- increase participation in recreation activities, and in use of recreation facilities

What Does PR Involve?

Public relations involve candid communication (a two-way, interactive system of information exchange) between the committee and its 'publics' which should be reached. This means there must be:

- cooperation with community groups and other agencies (knowing who to involve and how to reach them)
- an understanding of the diversity of the groups and their programs
- courteous responses to inquiries
- handling concerns tactfully, before they become issues or problems
- careful planning (developing, organizing, evaluation) with citizens who are involved

Publicity cannot make a dull program interesting. Everything included in the community recreation program must be done well. That means finding out what people want and their reaction to what is provided.

What Resources are Available?

The 'tools' needed for planning and organizing public relations need not be expensive. Many of them are readily available in the community and accessible to the committee.

Some of those with little or no cost are:

- conversation with program participants
- speakers who carry a message
- inviting the public to committee meetings
- naming and involving advisory committees made up of representatives from groups or agencies
- church bulletins, arranged through members of the congregation
- school announcements, made by an involved principal

- interviews with interesting people over the radio or community cable TV
- public meetings that focus on an expressed concern
- proclamations made by the mayor
- exhibitions, that can include the results of an activity
- displays and demonstrations
- news items or references in newspaper columns
- visits to clubs and community groups
- free concerts or entertainment by community groups

There are others that may have some cost, such as:

- community conferences that define and explain issues
- newsletters and news releases
- recognition awards
- an annual report
- a press conference
- an agricultural fair
- newspaper ads
- parades, when appropriate
- radio and TV spots
- posters
- program brochures
- flyers and pamphlets
- banners
- buttons
- billboards
- bus advertising
- slide presentations

Can you add to this list? Remember the best 'tool' of all is a happy, satisfied participant in a well-planned and organized activity. One of the most effective means of communicating with others is sometimes neglected – individuals talking with others, either in conversation or over the phone.

Are There Special "Publics"?

Yes! These will vary community to community. Not only will the committee wish to communicate with the general public and all groups involved with recreation, there are key people who should be contacted.

These are the citizens who influence public opinion, who are well-known and respected in the community, who can assure success for an activity. Who are these people? Some of them are:

- the mayor and council members
- the MLA and the MP
- an association of school principals
- the chamber of commerce
- a chief of police
- a newspaper editor
- an association of local religious leaders or clergy
- a citizen named for a special award
- a service club president
- the president of a local industry

Seek their opinion about the community recreation program. Put their names on a mailing list and keep

HOW DO YOU RATE: A CHECKLIST ON PUBLIC RELATIONS

How does your recreation committee rate on this checklist?

Question	Response		
	Yes	No	Uncertain
the need			
1. does your committee see public relations as part of your responsibility?			
2. do you believe the setting of goals and objectives is part of the PR process?			
3. do you plan a PR program?			
4. do you have a PR committee named?			
5. is PR covered in your policy statement?			
6. have you recently conducted a survey of community needs?			
7. does your budget include money for this purpose?			
the target			
8. do you check with participants to determine how they learned of an activity?			
9. do you regularly have members meet with community groups and agencies to coordinate your efforts?			
10. do your programs complement, rather than compete with, other agency programs?			
11. do you regularly evaluate your PR endeavours?			
12. do you check with participants (or parents of children's programs) to determine their assessment of the activity and its quality?			
13. do you bring groups and agencies together annually to plan (jointly) a community calendar of events?			
14. do you maintain a list of key people to reach?			
the method			
15. do you invite the public to your meetings?			
16. do you ask the local press to attend your meetings? do you send this information to them?			
17. do you prepare interesting news releases?			
18. do your members regularly attend the meetings of community groups and other agencies?			

them informed. Listen carefully to their comments and implement their suggestions, whenever possible.

Are There Rules to Follow?*

- Be knowledgeable about your product. Understand the function of municipal recreation as a facilitator and how the PR program will help it to meet its purpose, goals and objectives.
- Be selective in whom to reach, how to do it and what to say.
- Be brief and use simple language that is familiar to all.
- Be specific and refer to factual but little-used

information.

- Be positive, concentrating on efforts that support community involvement.
- Be persistent, but willing to re-think your position and consider change.
- Be consistent in your philosophic approach when you evaluate community initiative.
- Be imaginative, using creativity in your approach and eye-catching items in your material.

*adapted from 'Public Relations and Your Recreation Board', Alberta Department of Recreation and Parks.



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**LEGAL ISSUES**

Municipal recreation committees and municipalities operate within a legal framework. The most critical legal issue with which you will have to deal is that of legal liability. The only way to avoid the threat of legal liability is by planning carefully within your legislated authority, and by providing adequate liability insurance.

Legislation Affecting Recreation

There is no lack of government intervention in the lives of people. Many municipalities in Ontario have three levels of senior government above them, these being regional, provincial and federal governments. There are now 12 regional governments in the province, each established by a separate Act of the legislature. Some of these have the legal right to enter recreation, but few have actually done so. However, the federal and the provincial governments spend millions, annually, on recreation programs and services. A recent study identified 21 different ministries in the provincial government that regulate or offer financial support to leisure-related activities. There are so many federal and provincial Acts and Regulations involved, it is impossible to do more than refer to them here. (A more detailed list can be obtained from your Community Programs consultant of the Ministry of Tourism and Recreation.)

Municipalities have the legal authority to organize a public program of recreation under The Municipal Act (Ministry of Municipal Affairs and Housing). It is permissive legislation (enabling rather than mandatory), allowing council to decide what action to take. Authority to pass the recreation by-law, name the committee and establish the program is contained in the Ministry of Tourism and Recreation Act. Regulations under this act can provide an annual grant based on recreation expenditures.

Other provincial Acts involved are:

- The Parks Act (Ministry of Natural Resources) which goes back to 1880, provides the authority to name a board of parks management.
- The Community Recreation Centres Act (Ministry of Tourism and Recreation), first passed in the 1920s, provides capital grants for recreation facilities.
- The Planning Act (Ministry of Municipal Affairs and Housing) deals with lot levies and the dedication of parkland by commercial developers.

- The Public Health Act (Ministry of Health) regulates summer camps and swimming pools.
- The Occupational Health and Safety Act regulates safety conditions relative to swimming pools.
- The Elderly Person's Centres Act (Ministry of Community and Social Services) provides grants for drop-in centres.
- The Parks Assistance Act and the Conservation Authorities Act (both Ministry of Natural Resources) provide assistance for the acquisition of parkland and open space.

These are only eight of the provincial Acts in five different ministries.

This proliferation of Acts and ministries can be confusing. Some of the legislation may appear to be contradictory in intent. Your municipal clerk, and your Community Program consultant should be able to help you sort out the intricacies of your legal authority and responsibility.

Legal Liability**

Important as these legislative issues may be, the issue of legal liability is even more critical. The frequency of law suits and the size of damage awards in the United States has created an atmosphere of concern among all those who believe in the value of sport and recreation programs. Those who are responsible for such programs must consider the



**Material published on this topic by the Recreation Association of Nova Scotia was helpful in the preparation of this bulletin.

issue of legal liability and its implications. Who is responsible for an injury incurred in a recreation activity? Only a court of law can answer that question. Liability in any situation is ultimately determined by a judge or a jury. It is the court that will pass judgment on the action taken, or the lack of it, within this context. An agency is *liable* for damages when someone's *conduct*, because of *inattention to duty* results in an injury which a court decides was caused by *negligence*.

An Example

A municipal recreation committee (the agency) operates a public swimming pool. It is the responsibility of the committee to anticipate dangerous conditions that exist and warn participants. Failure to do this could make the committee liable for an injury to someone using the pool. For instance:

- it is not enough to have life guards on duty. These people must be adequately trained, constantly on the alert and have an unobstructed view of the total pool.
- chemicals used in the water must be controlled at all times. If the water becomes turbid, the pool should be closed.
- a posted sign "no running on the deck" is not enough. The crowd using the pool must be limited and constantly under control. Rule breakers should be ejected.

In this illustration a swimmer ran and dived into the shallow end of the pool, resulting in a concussion and a broken neck. There were two posted signs that clearly indicated 'shallow end - no diving'.

The participant was made aware of the danger but there was some question about overcrowding and crowd control. The decision was: the participant was warned of the danger and, in spite of this warning, decided to dive; the participant, obviously, assumed the risk and was responsible for the accident. The court deemed the crowd was limited and under control.

It is possible for liability to be apportioned where the agency fails to provide adequate protection and the participant fails to take normal precautions for safety.

Definitions

- *liability* is the result of negligence that results in personal injury
- *negligence* is conduct (an action) which allows unreasonable risk of harm
- the negligent *action* that causes liability may be the result of carelessness, poor judgment, lack of planning, lack of skill or unintentional behaviour
- *unreasonable risk* is a standard of care not equal to that provided by a reasonable person
- a *reasonable person* is of ordinary prudence, able to perceive risk and has the skill necessary to discharge the duties required by the position occupied

- *prudence* is practically wise, careful of the consequences of action taken

- the *skill necessary* means those who undertake duties that require special skills must display the standard of care (proficiency) required by the endeavour

- *standard of care* may vary, as seen by these examples:

- for a supervisor of children. The same care taken by a thoughtful parent under similar circumstances. This implies guarding against dangers that are foreseeable.
- for a facility manager or owner. This person must ensure that the premises are reasonably safe for those who use them in the ordinary or customary manner.
- for equipment (including rentals). The person providing the equipment must act according to general and approved inspection and maintenance practise.
- for skill instructors or specialized staff (such as lifeguards). The person must have the level of skill necessary to carry out this responsibility.

Insurance Coverage by Affiliation

It is possible for the municipality to provide protection for all community activities under one comprehensive policy. This coverage can be extended to all community groups that provide recreation activities of a social, cultural, educational or physical nature. Each group, if listed within the municipal policy, is covered just as if it had its own policy.

Such a policy can cover all who are involved in the activity. As well as protecting the municipality, committee members and paid or volunteer staff, coverage is extended to all advisory committees, area committees, neighbourhood associations, community councils, officers and board members of community groups, agencies and institutions. The same is true of all affiliated sports groups, organized leagues and volunteers who coach, referee, umpire or instruct classes of all types. All are insured while acting within the scope of their duties and responsibilities for the organization or agency.

The following information will be required for such a comprehensive policy:

- the name of the group and a contact person for all affiliated groups, organizations, leagues or agencies.
- a brief description of the activities involved, that is, the approximate number of participants, their age and skill level, the type of activity and the season involved.
- a brief description of the facility, area or equipment used
- a description of the supervision provided, that is the number, age and qualifications of staff.
- the type of transportation provided. (Is it provided by volunteers, buses or private cars?)

Common Causes and Critical Periods

There are five common causes for law suits:

- negligence of supervision (too few supervisors with inadequate skills or poor judgment)
- activities are inappropriate for the age or skill level of the participants
- faulty condition of the facility or equipment
- failure to anticipate and prevent hazards
- lack of first aid equipment or failure to provide someone trained in first aid

There are four critical time periods that must be included in the safety plan. These are:

• **prior to the accident:** Was everything possible being done to prevent the accident?

- trained and qualified staff are provided
- the equipment and surrounding area are checked regularly for safety and maintained according to a designated schedule
- safety drills and procedures are practiced regularly
- strenuous activities require medical approval for participants
- if skill testing is required, this is carried out before the participant begins the activity

• **the time the incident happened:** Was the activity planned and well organized, adequately supervised and completely under control?

- sufficient staff were provided
- the program supervisor was readily available
- first aid equipment was accessible
- there was normal activity and participant control

• **immediately following the accident:** Did the 'injured' person receive care that was correct and appropriate?

- the situation was correctly diagnosed and the appropriate treatment was provided
- a telephone was readily available and the number for an ambulance was known
- those responsible acted in a calm, orderly fashion
- an attempt was made to locate and use medical or nursing care

• **at the point of re-entry to a physical activity:** Was the accident of a nature or the recovery sufficient to allow the participant to return?

It is possible for an 'expert witness' (one who, by virtue of experience or training, has greater knowledge than the general public) to make a major issue of a minor deviation in practice. These people can take small flaws or relatively insignificant errors in judgment and make them appear dangerous if viewed in one particular way. The defense against this action is a credible witness who can refute the argument.

Suggestions to Follow

If the recreation committee has properly planned its program, engaged qualified staff and is covered by liability insurance, there is absolutely nothing to fear. Check your planning against these suggestions.

1. Prepare job descriptions for all staff (paid or volunteer). Insist that all community groups or agencies being assisted follow this procedure. Provide supervision to be certain these responsibilities are carried out.
2. Identify qualifications needed for each person who supervises, teaches or provides leadership. Hire staff (paid or volunteer) who have these qualifications.
3. Define special requirements that are required for some activities, that is age, level of skill, fitness, maturity, size, allergies.
4. Decide, prepare and routinely follow safety procedures, rules or regulations. Plan for emergencies.
5. Designate and routinely practice the procedures to follow if a problem develops or an accident happens.
6. Establish and maintain routine safety checks for all facilities and equipment used throughout the community recreation program. The best safety plan is based on inspection, correction and prevention.
7. Develop an accident report form, if one does not already exist. Impress on staff the importance of an accident report that is prepared immediately and includes the names and addresses of witnesses.
8. Seek full and accurate advice about insurance from an expert (an experienced insurance broker or legal adviser) who knows about and is supportive of the program.
9. Secure comprehensive liability coverage, either through the municipality or directly (if necessary) through an agent who is conversant with the coverage needed. There is no set formula to follow or limits to apply; premiums are based on risk.
10. Use waiver forms, not to absolve the agency or the staff from liability but to warn participants of potential difficulties, problems or dangers. The form should describe the event, state the level of fitness or skill required, request (if necessary) medical approval to participate and signify the participant's willingness to follow the rules, regulations and instructions involved. This should encourage the participant to assume some responsibility for taking part in the activity.
11. Encourage all staff to discuss with the supervisor or the committee concerns felt about safety or potential negligence. Ignorance is negligence.
12. Handle participant's complaints or recommendations quickly and carefully. They may point to potential negligence.

Summary

Much of what the recreation committee does is controlled by Acts of the Legislature and Regulations

that interpret these Acts. The committee is an agent of council. The municipality likely has liability insurance. Explore the possibility of extending this coverage to all groups or agencies contributing to the community recreation program. By doing this, the committee extends both tangible and moral support to all who are involved.

TASK

- Examine your municipal recreation bylaw regularly for changes that should be made by council. Significant changes should be approved by the Ministry of Tourism and Recreation.
- Review the duties and responsibilities of committee members, especially those associated with safety.
- Check the liability coverage provided for the committee and the municipality. If this coverage is not extended to community groups, volunteers, and agencies providing recreation activities, study the best way for doing this.



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LEISURE EDUCATION * *

The word 'leisure' is often confusing. What does it mean to you?

You can think of it as period of time, an activity or a state of mind. Depending upon how you perceive and approach leisure, it can create feelings of creativity, satisfaction and positive relationships. Or, it can mean frustration, loneliness and boredom.

The scope of leisure is almost limitless. It can be realized through quiet moments, vigorous activity or doing nothing. Neither free time nor activity guarantee leisure. But they can, if you wish, be a means to leisure.

Leisure cannot be prescribed for you or bought at the market. It must flow from you. It is uniquely personal. The attitude you have toward a particular experience can decide whether it is truly leisure or not. As a state of mind, leisure may facilitate a positive attitude toward life and living.

The phrase leisure education is frequently used but rarely understood. This is unfortunate because it should have a place in public recreation.



The word 'education' is closely associated with the school system and that, in itself, may conjure up a negative connotation. Its use here has nothing to do with 'teaching'. Even the 'learning' involved, while it can be encouraged, must be self-initiated. Perhaps a more positive word that could be substituted is 'awareness'.

The process of leisure education can bring an awareness for and an understanding of the 'good life'.

Quality of Life

People desire a 'good life' without knowing what they seek, where to look or how to pursue the search. It is not surprising, therefore, that quality living is an elusive goal. Made even more personal, as you strive to enhance life, you often produce the opposite effect. For example:

- the desire for early retirement without being able to enjoy this release from work
- demands for a shorter work week which is turned into moonlighting or increased consumption
- longer vacations that drag into compulsive activity
- added years to life are spent vegetating in an institution
- labour-saving devices that free up time to be squandered searching for instant gratification

Those who share responsibility for providing recreation are confronted with a strange situation. Never before have so many people had so much time, money and opportunity to get so much from life. Yet the 'good life' is not experienced. Current conditions and trends suggest their search will be no more rewarding in the foreseeable future. There will be more people. They will live longer. Economic resources will continue to shrink. There will be more pollution of the environment. There will be less work and greater unemployment. Leisure will loom even larger in their lives. Fulfillment will be harder to find.

**This bulletin is prepared from the resource package: By OPPORTUNITY OF LEISURE, which is produced and distributed by the Ministry of Tourism and Recreation. There are three books in the set: Leisure, A Resource for Communities; Leisure and Your Lifestyle; Leisure Education and Your Agency. Ask your Community Programs Consultant for information on ordering individual copies or a set of the books.

Even though leisure is a significant part of their lives, people have either taken it for granted or ignored it completely. Humans are not born with an understanding of what is meaningful or personally satisfying. They must explore and discover that for themselves.

Changing the Focus

Even though many municipalities have provided a leisure service for almost 40 years, 'quality living' still eludes their citizens. They search for it in vain. The concept of leisure needs to be stretched and broadened through leisure education. People must be made more aware of leisure's potential to improve the quality of their lives.

Many of those who organize and administer the public recreation service have, for the last 20 years, been trying to manufacture leisure. They have assumed that an increased number of programs and facilities would meet community needs. Rather than meeting need, this approach has created a dependency on activities and facilities. This 'provider' concept, even with ever-increasing programs and services, has reached only a small percentage of the total population. It may have raised levels of skill and, to some extent, participation, but it has not developed positive attitudes toward the value of leisure. These are the real motivators.

Whether the desire is for a more humane community, to create a better life for individuals, or to prevent the disintegration of neighbourhoods, the social importance of leisure is finally being recognized. The traditional responses and activities are not working. Other avenues for recognizing and identifying problems associated with recreation and for developing solutions to these problems must be explored.

The challenge is clear. There needs to be change in focus: to redirect energy and resources so that leisure is integrated with peoples' lives. Several approaches for accomplishing this are open. One of these is leisure education.

Purpose, Goals and Objectives

Leisure education can help individuals experience creative, rewarding lives. The process should encourage people to clarify their own perspective and to integrate leisure with their daily lives. They must learn it, do it and live it themselves.

The purpose of the Recreation Branch of the Ministry of Tourism and Recreation in this program area is:

- to increase understanding of leisure and its importance to the individual and to society
- to encourage greater awareness of leisure and participation in recreation activities
- to enhance individual and community involvement in leisure pursuits



The stated goals for leisure education are, to help people:

- experience and enjoy leisure
- develop the habit of leisure involvement
- explore new ideas and directions for leisure
- accept responsibility for their own leisure activities

There are four primary objectives of leisure education that will help people realize these goals. Each objective relates directly to a critical area of leisure learning.

1. to develop personal knowledge and understanding of leisure

- people need to understand the significance of leisure in their lives. Knowledge and awareness facilitate this understanding and will lead to action: making the right personal choices from the multitude of resources and opportunities available.
- people need to learn, and this learning will involve effort, curiosity, risk, frustration, success, trial and error – taking the rough moments with the smooth.

2. to develop the skills and personal resources needed for participation in a wide range of leisure pursuits

- people need to expand their leisure horizons and increase their options, to overcome the fear of failure, and to increase their confidence by developing social skills and their ability to solve problems.
- people need support to achieve the level of skill they believe to be appropriate. Excellence is fine, providing personal enjoyment and fulfillment remain.
- recreation agencies need to encourage and to help people become autonomous, self-directed participants who accept full responsibility for their own leisure.

3. to identify and assess personal leisure needs, interests and barriers; to make appropriate choices

- people need to realistically clarify their own interests and needs to know themselves, and to determine their own priorities, knowing when and where to start.
- people need to understand how leisure can meet these interests and needs.
- people need to identify the barriers that may be

holding them back, such as situational problems (family expectations and obligations, work requirements, lack of time) or participation problems (not knowing what is available, uncertain about how to get involved, discomfort in a social setting).

4. to develop and express positive attitudes; to clarify personal values related to leisure

- people need to discover their own answers and to experience leisure on their own terms. Care is needed with their introduction to a new activity (a good example has a direct influence on others.)
- people need encouragement to clarify and act on things they value.
- things thought to be important are valued; if creativity is valued, it becomes a priority and an appropriate choice.

Summary

Leisure education is not a process of 'teaching'. It is one of 'learning'.

This process can be looked at from two different directions:

- as a way to examine the programs and services provided, how things are done and who is involved. In this case it becomes a planning tool, helping the committee to design, deliver and evaluate its services, to set policies and to make decisions regarding the allocation of resources. It provides a framework for the community service offered.
- as a range of activities and experiences that are designed to help participants develop and express their own unique leisure needs.

Obviously, no one agency can be solely responsible for carrying out this process. The task is a shared one. Community groups, private and voluntary agencies, and government all have a role to play.

Municipal recreation committees have a particular responsibility. In collaboration with community groups, organizations and other agencies, they should take the lead in planning, organizing and evaluating community leisure activities.

FURTHER STUDY

1. Ask your Community Programs consultant for the Resource Package 'By Opportunity of Leisure' and for the booklet 'The Great Journey of a Lifetime Challenge: A Guide to Organizing Your Life and Getting the most out of Your Lifetime'.
2. Arrange for one or more of your members to study their content.
3. Set up a special committee meeting to review these books and explore the ideas and suggestions that are there.
4. Invite your Community Programs consultant to participate in this special meeting.
5. Disseminate information arising from your discussions to local groups.





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